THE SURVEY

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SO THEY SAY

We don't give our criminals much punishment but we sure give 'em plenty of publicity.—*Will Rogers.*

I am still an anarchist. I am the same. The world has changed—that's why I hav'n't had to.—*Emma Goldman.*

What happens to children will be the test of our recovery program.—*Grace Abbott, chief, U. S. Children's Bureau.*

Now just look at the world! How can the life hereafter hold any terrors!—*Porter R. Lee, New York School of Social Work.*

Divorce [in Ohio] is a reward only for the pure and the grudging.—*Leon C. Marshall and Geoffrey May in The Divorce Court.*

The chief ignorance in America is the ignorance of one region of another.—*Prof. Howard W. Odum, University of North Carolina.*

We have in the world two kinds of facts—the kind you can change and the kind you can't.—*David Cushman Coyle, New York.*

Perhaps it will be comforting to remember that we are purchasing a recovery now instead of paying for a depression.—*San Diego Union.*

In all these years of muddle we have been guilty of no waste like the waste of youth.—*Helen Cody Baker, Chicago Council of Social Agencies.*

My theory is that if you take the profit out of liquor and out of war you will have peace on earth.—*Representative Tom D. McKeown, Oklahoma.*

Unemployment, starvation, social disintegration are not problems of concern to labor alone.—*Sidney Hillman, president, Amalgamated Clothing Workers.*

After all it is impertinent on the part of any individual to criticize how another keeps in touch with God.—*Sir Wilfred Grenfell in Forty Years for Labrador.*

We are paying a terrible price in human values for the stupidity that dictated that the unemployed could not be trusted with cash relief.—*Homer Folks, New York.*

Without bulls there are no fairs, no fiestas, nor does commerce multiply its sales. I have great faith in the bulls to bring prosperity.—*Eduardo Pages, Spanish bull-fight promoter.*

If tolerance is tolerant of intolerance it fears being destroyed by intolerance. If it is intolerant of intolerance then it destroys itself.—*Prof. Arthur Morgan, chairman, TVA.*

The quality of being a consumer is so common and so inescapable that, like the air about us, we mostly take it for granted.—*Frederick J. Schlink, president, Consumers Research, Inc., New York.*

We may make up our minds that the poison-berries of the world's present miseries are not the fruit of some innocuous apple-tree which merely needs pruning.—*Fred Henderson, English engineer.*

She's the greatest social worker! Gee, she's just crazy about charity. She can hardly talk about the poor without crying. She's going to act a social worker in a show we're getting up.—*Heard in the New York subway.*

The essence of the recovery program is more leisure time for the working-man, and the only sure bet of this generation is that the working-man is not going to use that spare time jumping rope, knitting sweaters or going places on a pogo stick.—*H. I. Phillips in New York Sun.*

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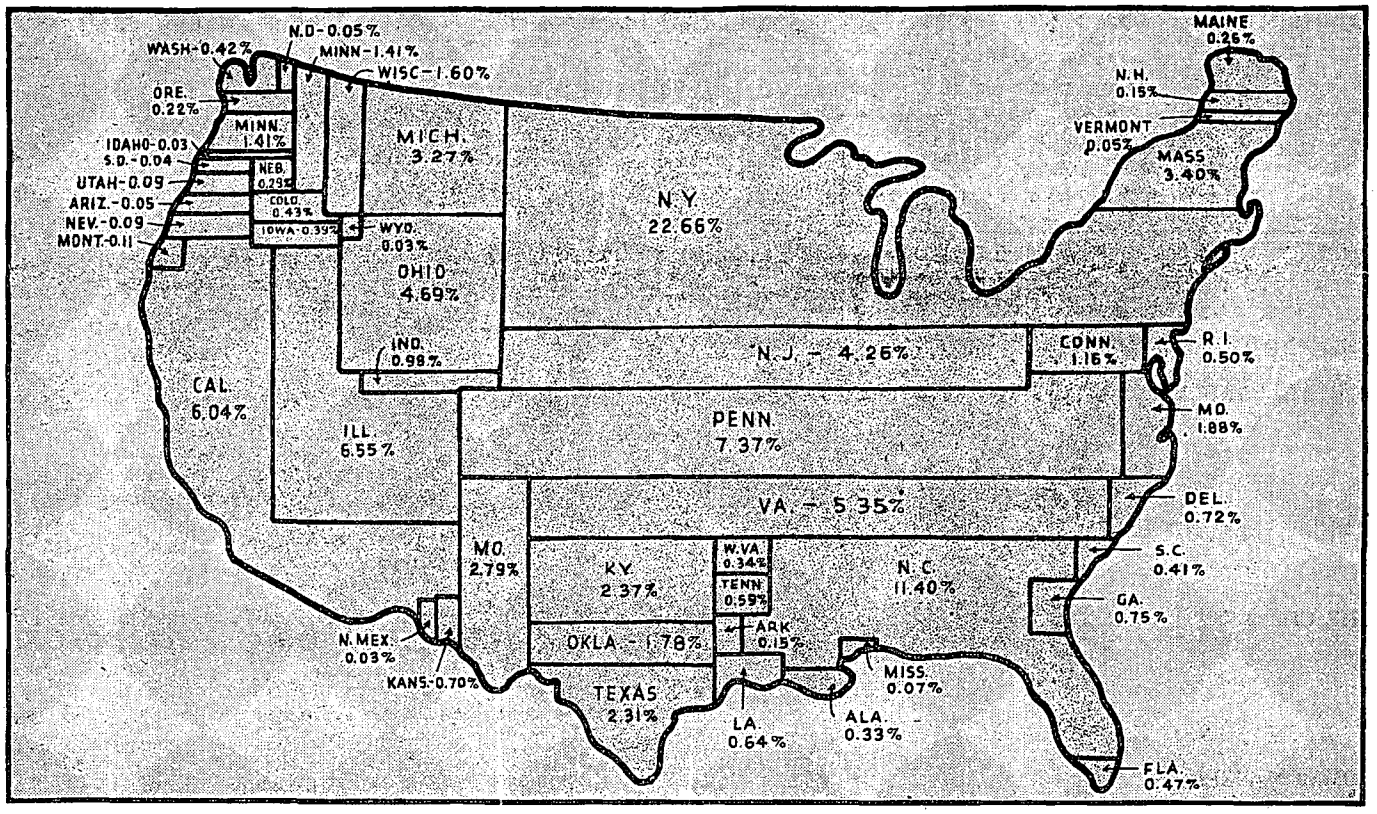

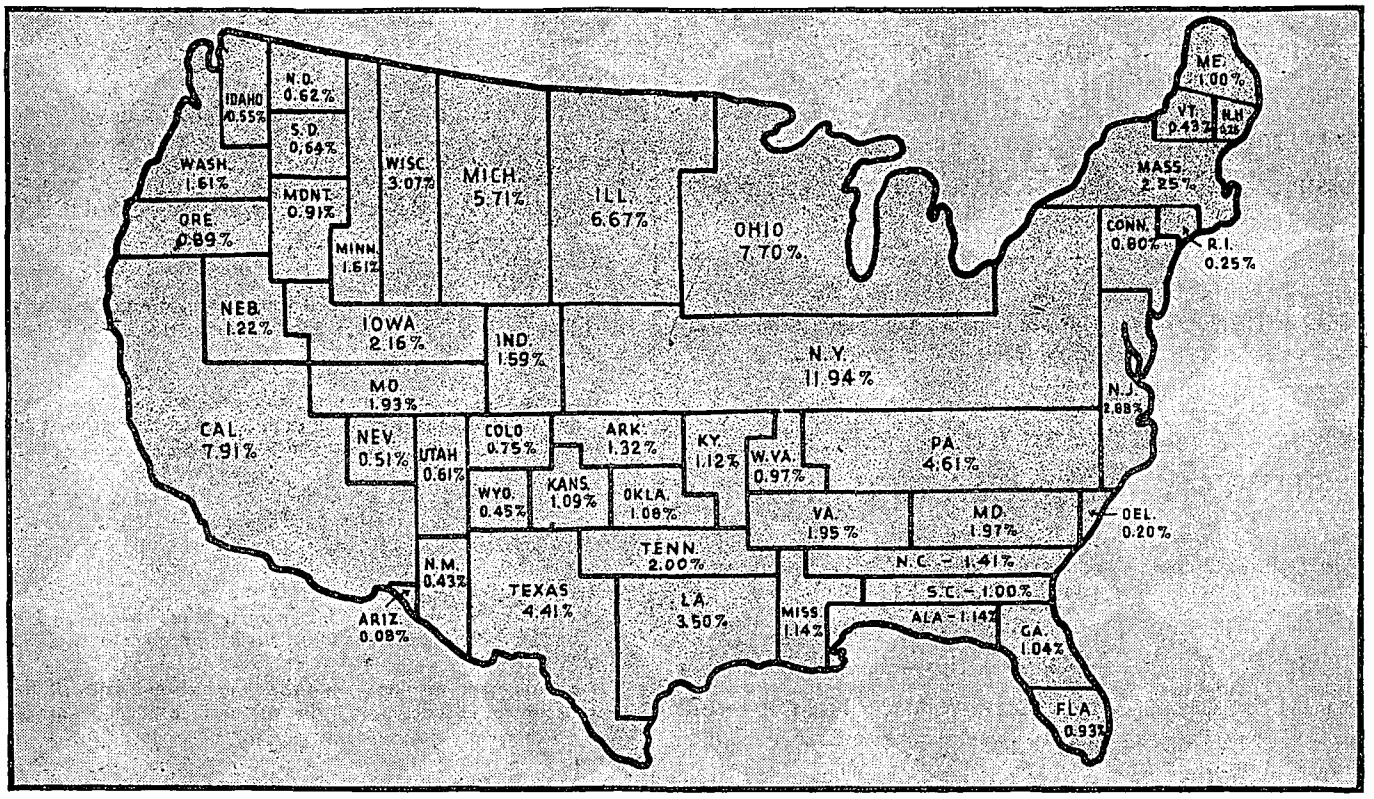

Top: Percentage of Revenue Paid by the States in 1933. Below: Percentage of Emergency Funds Received by the States

The call made by the states upon the six big spending and lending agencies of the federal government (the RFC, AAA, PWA, FERA, Home Owners Loan Corporation, Farm Credit Administration) varies with population, unemployment, disaster, lack of local credit or organizations, restrictions of local laws, and, especially with the AAA, local situations. Yet, as the United States News points out in these maps, the percentage of the seven billion dollars' emergency fund each state is receiving corresponds fairly closely to the percentage of revenue received from each state in 1933.

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THE SURVEY

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For Welfare and Security

The American Association of Social Workers on Cash Relief, Civil Works, Public Works, Housing, Taxation, Employment Service, Poor Laws, Transients, Unemployment Insurance, Child Labor

By GERTRUDE SPRINGER

SAMPLING their own blood-stream, finding it full of good red corpuscles and fighting phagocytes, social workers have discovered themselves as a coherent body with something to say and the will to say it out loud. It happened in Washington, where in mid-February representatives of some forty-eight chapters of the American Association of Social Workers gathered to discuss governmental objectives in social work. It was the first meeting the Association has ever held where decision was freed from the slow processes of referral, and it showed organized social workers possessed of a healthy vigor which can and will express itself. Clearly impatient with further professional rumination or with mere watchful thinking over the course of events, this professional body struck out into the stream and if sometimes it was moved more by emotion than by expertness it was willing to go on record for its feelings no less than for its knowledge.

The conference was organized in a way to escape from the slowing-down which the processes of democracy impose on a widely scattered membership of eight thousand or more which had never before come together on a representative basis to act on matters apart from its internal concerns. A planning committee had submitted to the chapters an agenda of six topics for discussion and resolution. Delegates came to Washington therefore instructed by their constituencies to give battle for the views they represented.

And battle they did under the amiable gavel of Stanley P. Davies, president of the Association, through five long sessions of uninhibited discussion, lightened occasionally by the give and take of the "genial raspberry," winding up with a lively three hours where recommendations, equivalent to a platform, were adopted. On many of these there was no difference of opinion, on a few a determined minority of one or two was recorded, on others the decision was close with the conservative wing consistently out-voted.

Although discussion ranged far and wide this brief report must keep to the six major topics which the conference took as its oyster: Current Relief Problems, Housing, Revision of State Poor Laws, the Financial Basis for a Governmental Security Program, Personnel Standards and Unemployment Insurance. The U. S. Employment Service was discussed and the delegates went on record in support of its pending appropriation.

Current relief problems, presented by Arthur Dunham of Philadelphia, brought early fireworks with the biggest and brightest rockets aimed at the demobilization of CWA. Civil Works as a device, ran the discussion, has shown value in filling the gap between unemployment and re-employment but there is nothing in the present scene to indicate that that gap does not still exist and that throwing four million workers back into insecurity if not destitution will not breed grave consequences. A weakness of the CWA has been the public's insistence on looking on it as relief while it resented any means test. A federal employment program must keep clear of need as a qualification and must concentrate on selection for fitness while other work outlets are devised for those of marginal employability. A changed concept of public works with a broader and freer scope, might bring in those now on CW and CWS. Certainly there must be a government plan of employment, call it emergency if you like, mobile and swift, to function until such time as the country projects new kinds of appropriations to handle new kinds of surplus labor.

The question of wage rates in government employment brought a lively brush between those who held that wages should be in line with the going rate in the community and those who held that they should be adjusted to a decent standard of living. A bright spot at this point was the assertion of a delegate from Georgia that the CWA wage scale "has worked a social revolution in the South comparable only to the emancipation of the slaves,—and the people mean to hold their gains." It all came down appar-

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ently to a choice between an employment economy and a relief economy for a vast number of American families—a choice which offered no dilemma at all to the social workers.

The assurance of Harry L. Hopkins, federal relief administrator, that CWA would be demobilized "humanely"; that certain CWS leads, such as in adult education, recreation and nursery schools, would be prosecuted; that political interference in the CWA had been no greater than "the entrenched American practice of patronage" made inevitable and that abuse and exploitation had been unimportant except in public opinion—all this brought comfort but did not lay the doubts of those who got no answer to their reiterated question, "What next?" The administration has a plan to follow Civil Works, Mr. Hopkins said, but he was not free to outline it. All agreed with him that a long-range plan to make life secure is of transcendent importance, but the delegates felt too that until such a plan reaches in some degree the millions now unemployed and destitute, relief is imperative and is somebody's business.

The discussion of housing, led by Robert M. Kohn and Eugene Klaber of the Housing Division of the PWA, brought agreement on the social usefulness of housing as public works, a warning against the creation of "multi-storied, sanitary slums," and a canvass for ways by which social workers can hasten housing programs which will be planned and continuous, aimed solely at improving the way of living of people of low incomes.

There were no two opinions about the hoary old poor-laws, especially those relating to settlement—abolish was the only word for them. Edith Abbott of Chicago, leading the discussion, pointed out that state responsibility remains a trend rather than a reality, citing Illinois with its fifteen hundred responsible taxing and administrating poor authorities, and Ohio with its 1353 administrative units and six thousand officials responsible for poor relief. "Uniform poor-laws are of course a goal, but there are forty-eight poor-laws to be reformed and as social workers we'll get the best we can." The opportunity to get that "best we can" will come next year when forty-three of the forty-eight state legislatures will meet. It is not proposed to draft a model law,—"Model laws do not allow enough leeway for local idiosyncracies,"—but to urge principles which will imbed public assistance in the whole structure of government, local, state and national, which will fit what we still call emergency organization into going and continuous government and which will have from the higher to the lower at least three checks, rules and regulations of administration, supervision of expenditures, and approval of personnel. The county unit is not the whole answer to local administration and must not be seen as such except in relation to the entire structure of government. In many areas regional units, even states, would be more effective.

No one had a good thing to say for the old settlement laws and voices that cautioned that a method of central supervision for transients and other dislodged folk should go with their abolition, were lost. In spite of this unanimity there were delegates who were thoughtful at the prospect for their already overcrowded state institutions if all settlement bars were dropped.

The discussion of the financial basis for a governmental security program, led by Harry L. Lurie of New York, generated—and let off—a good deal of steam. Apparently everyone knew what such a program should hold and so could buckle down to the business of paying for it. This involves, it was said, not a matter of squeezing money for this device or that out of reluctant appropriating bodies but a method for the distribution of unproductive surplus wealth by new kinds of taxes.

It mattered not at all to this articulate gathering that, as someone ventured to point out, it had no authoritative status when it came to matters of redistributing wealth, and that in its zeal to get funds for welfare services it must be cautious of methods which might create more social problems than social values. But one need not be expert or authoritative, the discussion implied, to know that incomes, inheritances and excess profits had scarcely been scratched, and that sales' taxes and heavier burdens on homes and farms were not to be endured.

It seemed curious to at least one observer that this group was apparently confident that the device of taxation could make its case for public-welfare funds. No one raised the question of whether any degree of taxation within the profit system would be adequate. More than one doughty discussant walked up to the edge of that water but not one so much as wet his feet.

IN the matter of personnel standards in public-welfare service Kenneth L. M. Pray of Philadelphia, leading the discussion, urged three points: (1) When workers enter public service without adequate professional training they should be accepted for a probationary period during which their personal qualifications are tested and training is part of the job. (2) All public social-work services should be supplied from civil-service lists with workers selected for merit and fitness. (3) Service should be made attractive and turnover reduced by salaries and working conditions such as those in comparable professions, teaching for instance.

There was agreement on the virtues of the civil-service system—"We'll only move ahead to good public service by way of good civil service"—but cautions against it as a cure-all—"The civil-service method is only as good as the administration behind it." And certainly the professional organization of social workers must promptly formulate practical standards and qualifications "with no mystery in them" to serve public officials as guiding principles until better laws are made.

When it came to unemployment insurance this conference, except for a few leaders, was less vocal than one might have anticipated. It was in full accord with the principle—no question about that—but on the merits of differing methods, outlined by the Rev. Francis J. Haas of Washington, it was not contentious. It wanted unemployment insurance and it wanted it now, and it wanted its experts in that field to get together to facilitate action. The endorsement of the Wagner-Lewis bill seemed to offer a solid point of leverage.

The conference was as representative a gathering of social workers as the profession can muster. From every section of the country came leaders of long standing and youngsters feeling their first professional oats. That it was homogeneous was due to a common experience with the most helpless victims of economic breakdown and a common will to protest the fruits of a system built on insecurity.

If this observer is any judge of the temper of a meeting, the crackle of this one will carry back to the chapter organizations and envigor the rank and file of social workers everywhere. Social workers are plainly impatient with a passive rôle as witness bearers. They want action, and as a first step they have spoken their mind. The recommendations of the Washington meeting serve notice of where they stand. These recommendations were framed by a committee headed by Dorothy M. Kahn of Philadelphia. Many topics raised in discussion were referred to the AASW for committee study and later recommendation.

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Recommendations of the Social Work Conference

THE conference in addressing itself to the problem of government objectives for social work wishes to pay tribute to Congress and to the federal administration for recognizing its obligation to meet the needs of people in this emergency on a national basis, for developing for the first time a national system of aid to families and individuals, for assuming responsibility for service to transients and for bringing unemployment relief up to a more nearly adequate level. In carrying out this program we believe that the best experience and traditions of social work have been utilized. The conference more especially pays tribute to the courageous and ingenious social thinking represented by such programs as the NRA, the NRS, the FERA, the CCC and the CWA.

The conference goes on record as favoring the continuance of a large federal employment project based on qualifications for employment and not on need, and as opposing the present program of gradual demobilization and termination of the present Civil Works' program by May 1, unless there is something better to take its place.

This emergency has made us keenly aware of the fact that the sources of aid must be as wide as the sources of misery and that government is accordingly the only effective instrument for the social use of national wealth. Therefore we believe that this is the time for the creation of a permanent, comprehensive, well coordinated and adequate system of welfare services, so conceived as to ensure ourselves, as a people, against the common hazards of our economic and social life such as are inherent in unemployment, old age, widowhood, sickness or other factors which interfere with the normal processes of self maintainance.

Essential correlatives to this proposition seem to be:

1. Financial and administrative participation on an equitable basis of federal, state and local governments.
2. Substitution for the old poor-laws of modern welfare laws.
3. Abolition of settlement laws.
4. Personnel properly equipped to administer these services with the merit system utilized for its selection.

We recognize our responsibility as social workers not only to advocate a national program of public welfare but to point out definite methods by which such objectives can be achieved. We recognize that our social problems arise, not out of inherent limitations in either the wealth or the productive capacity of the nation, but rather out of the faulty distribution of wealth. Specifically we suggest changes in taxation methods to stop the gaps in the present income-tax law, to recover the vast sums lost to government through provisions for deducting capital losses from current income, to end the exemption from taxation of various types of securities and the exemption from income tax of employes in the public service. We further urge increases of income taxes, progressive increases in the higher brackets, increases in the inheritance and excess-profit taxes and a consideration of the social principles involved in the taxation of real property.

Determination of the federal relief budget for 1934–35 must depend on several unpredictable factors such as: the extent of success of the recovery program, the absorption by public works of great numbers of the employable unemployed; the number of families in the residual load and the degree to which the present inadequate relief grants are liberalized.

In view of the probability that millions will continue to be unemployed during this period it is urged that social workers shall not underestimate the size of the load and that appropriations shall be sufficient to affect the recommendations of this body regarding adequacy.

In standards and methods of relief it is recommended:

That cash relief be substituted immediately, and specified in the long-time program, for relief in kind in an amount adequate to include at least provision for food, shelter, clothing, fuel, light, health and household supplies.

That the FERA be urged to require as a general policy that states use cash relief when handling federal funds and that it exert pressure for cash relief when state and local funds are involved.

That methods of utilizing surplus products be developed other than distribution to families on relief, since this distribution has manifested serious social and administrative disadvantages.

In the care of the homeless it is recommended that the conference endorse the admirable transient program built up by the FERA and urge that the following developments be given immediate consideration:

1. Provision of federal funds for the hospitalization of transients.
2. Reduction of congregate care by providing work on wages through the Transient Bureau, the CCC or the CWA.
3. Eligibility to the protection of workmen's compensation for all on wages.
4. An integrated program of care for local homeless and transients including special efforts to stabilize transient families.

In general administrative procedure it is recommended:

1. That the administrative staff of the FERA be increased to permit more intensive work and more constructive planning.
2. That the excellent work done by the FERA to bring skilled and experienced personnel into state relief organizations be further extended by exerting pressure to subordinate residence requirements for state and local relief workers.
3. That the FERA develop channels of intercommunication between state relief administrations.

Specific recommendations on standards of living in relation to relief are impossible at this time because, although constant reference is made to the need for a better standard of living, no standard has been agreed upon. The conference urges however that social workers continue to emphasize the difference between minimum subsistence and an adequate standard of living.

On rates of pay on federal employment the conference endorses the conservation of the principle of fair wage rates established under the Public Works' Administration.

The further development of the Federal Employment Service and related state services is basic to all reemployment programs. The conference therefore urges the Senate to restore the original appropriation of $3,700,000, cut in the House to $1,590,000, and proposes that chapters and members of the AASW take similar action.

On unemployment insurance the conference endorses the Wagner-Lewis bill to promote the establishment of state systems of unemployment insurance, but recommends that the minimum benefits and period of payment specified in the bill be increased.

The permanent elimination of child labor is important in any program for maximum employment opportunities for adults as well as for the conservation and development of youth. The conference therefore urges the adoption of the Child Labor Amendment and recommends that the chapters of the AASW support it in states which have not yet ratified.

The conference believes that housing is socially the most useful element in a public works' program. Social workers have a responsibility to inform themselves on housing needs and proposed housing programs and their costs in their local communities, and to contribute from their knowledge and experience to the development of programs to meet the need for low-cost housing and to the management of these programs. They also have a responsibility to participate vigorously in interpreting essential elements in housing programs.

It is recommended that the whole concept of the merit system as applied to the professional group in public welfare service be referred to the AASW for comprehensive study and formulation and that pending changes in the laws the principle of the merit system should be used by appointing officers.

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Enter the Labor Departments

By PAUL U. KELLOGG

THE states turned out when Secretary Frances Perkins called the conference on labor legislation in Washington in February—men and women appointed by the governors largely from state labor departments and state federations of labor. It was the first gathering of its kind—one of the most unusual and prophetic held in Washington in this period of change. We must turn for precedent to conferences held under the International Labour Office set up alongside the League of Nations. They marked the recognition that the world has gone industrial—that apart from any collaboration between governments on the political front, it is necessary to synchronize action among the economic groups which enter into the going life and labor of the nations. Employer groups, labor groups and the labor departments of each national government have taken part in their three-ply scheme.

At Washington this pattern was modified. The representation was of two groups, not three; those which by vocational or official commitment are concerned primarily with the stake of wage earners in the American scene. What the American gathering, by comparison with those at Geneva, lacked in breadth it gained in coherence. Moreover, it had special domestic and even world significance, as I see it. Unleashed nationalism in Germany, for example, has fairly wiped out what corresponds to our states. Can a federated system, like ours, stand up to industrial stresses that know no state boundaries? The NRA has laid down structures of control across the political map regardless of the old boundaries, swept out much child labor and called a halt to competition that sweats workers and undercuts earning and purchasing power. The emergency over, local self-government is bound to be scrapped as inadequate to the task unless we can find out how, in Franklin's phrase, to "hang together" and reconcile a piecemeal political sovereignty with the common economic needs of new times. The special point of this February meeting was as an overture in constitutionalism toward this end.

If such a development is to succeed, it must proceed along organic lines; and this national conference was preceded by regional conferences in the South and elsewhere, called by the secretary of labor. In New England they have gone further in the movement for interstate compacts; and as a by-play of the national gathering, the southern and New England groups got together. The six states having minimum-wage legislation have themselves adopted the conference method in pooling experience. There were demands from the floor at Washington for the U.S. Department of Labor to frame model codes suggestive for state enactment. Delegates from two states called for national minimum standards. I was especially struck with the plea which Florida's official delegate made to the states from which Florida has drawn its new population. He asked for their support in initiating compensation legislation that would match theirs. There was no shouting for states' rights; rather the speakers began and ended with people, with granite workers and machine tenders, with safety and security as basic to the workaday life of the U.S.A.

Consider, from this angle, the subjects in the agenda on which committees made recommendations. These may be considered negatively as so many proposals to eliminate from industry the forces that undermine and bruise life. We see this evil on a tremendous scale in the mass unemployment that has thrown millions out of work. But the undermining is there when we let accidents go unprevented, occupational diseases go uncontrolled. Safety and sanitary laws were advocated to throw greater protection over workers and their places of work. Other standards called for would shear away from our working forces the overwork or prolonged hours and the seven-day week; child labor; the night work of women and minors; the home work that escapes regulation; the underpaid work of the sweated trades. These excrescences stand out stark in years when adult men and women have not been able to find employment at wages that sustain livelihood.

By such limitations the conference proposed to set a new caliber for productive labor in the years ahead. It proposed that through compensation laws we should see to it that when unprevented risks dislodge workers from such labor, some measure of income shall remain to them as a right. It placed occupational diseases on a par with work accidents. Just as it was concerned with eliminating child labor at the entrance of the working years, so through old-age pensions it would throw protection over the last years, eliminating the half-employable, assuring them some income. And this concern for stabilizing earning and purchasing power came to a head in endorsement of unemployment reserves and insurance, as security against the most widespread hazard of all. There were lively tilts between advocates of plant funds and state pools but there was unanimity in support of the Wagner-Lewis bill through which the federal taxing power would be employed in encouraging state unemployment-insurance systems. Unanimity, also, in support of the full appropriation to the U.S. Employment Service, Exhibit A in federal-state-local collaboration in the labor field.

THUS the positive side of the conference program emerged; the constructive purpose of the brakes it was talking about at a time when the national imagination is caught by the starters of economic revival. The regulatory measures within the province of these departments envision a future when adult people, working reasonable hours, safeguarded against preventable risks and with some measure of economic security against the unpreventable, can not only earn the wherewithal of the good life but can, through their fitness, their work and their leisure, make the most of what America holds out for Americans in an epoch of applied science and organized production.

By unanimous vote, the delegates recommended annual national conferences, also regional conferences and interstate conferences between competing states, and interstate compacts to achieve uniform labor legislation. They proposed a permanent secretary and standing committee appointed by the U.S. secretary of labor. At the same time they approved "the continuance of the codes beyond the present term of the NIRA as a permanent part of our national economic structure"; and urged that full use should be made of state inspection facilities in enforcing provisions as to wages, hours and working conditions.

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Notable Recommendations of the Labor Conference

EMPLOYMENT EXCHANGES

APPROPRIATION of $3,700,000 for the United States Employment Service.

Acceptance by all states before July 1, 1935 of the provisions of the Wagner-Peyser Act.

More emphasis on long-time programs of state employment services.

State regulation of private fee-charging agencies.

CHILD LABOR

Prompt ratification of the Child Labor Amendment.

The following standards for state child-labor Laws:

1. Minimum age for leaving school for work—16 years.

2. Regulation of employment of young persons 16 to 18 years of age as follows: (a) Hours of work, both daily and weekly, to be less than the legal hours of work for adults. Night work to be prohibited between 7 p.m. and 6 a.m. (b) Prohibition of employment of persons under 18 in hazardous occupations. (c) Work permits to be required for the legal employment of those between 16 and 18 years of age.

3. At least double compensation for injured minors illegally employed; approval by a competent authority of its expenditure.

OLD-AGE PENSIONS

Enactment of state-wide compulsory laws for old-age pensions.

Age: Sixty to sixty-five.

Property limitations: None recommended. Certainly no less than $3500; real estate not yielding an income to have no bearing on eligibility.

Income limitations: Where an applicant otherwise eligible has an income from other sources of less than $360 a year the pension should be fixed at such a point as to make total annual income not less than $360.

Residence limitations: Not more than ten years; allowance to be made for temporary absences from the state; and arrangements for inter-state reciprocity.

Maximum pensions: No definite maximum recommended. Amount to be flexible at the discretion of the state administrative agency.

HOUR LEGISLATION

In no case, in excess of forty hours per week for both men and women except in domestic service and agriculture.

General prohibition of the employment of women after 10 o'clock at night, except in very carefully regulated instances to permit two legal shifts during the day. No person to be employed between 12 midnight and 6 A.M. outside of continuous process industries. [Exceptions.]

HEALTH AND SAFETY

State labor departments to be authorized to formulate industrial codes; such codes to meet nationally approved standards as to (1) ventilation, temperature, humidity, air space and lighting; (2) dust, gases and fumes; (3) dangerous materials and tools; (4) fire protection; (5) first aid; (6) seating facilities; (7) sanitary facilities; (8) lunch rooms; (9) drinking-water; and (10) factory inspection.

Periodic inspection of all work places by properly qualified inspectors.

UNEMPLOYMENT RESERVES

The speedy enactment in every state of legislation creating genuine systems of unemployment insurance or reserves sufficient to meet claims of unemployed industrial workers for benefits well above the level of mere subsistence, and extending over substantial periods of time.

Enactment by the Congress at the present session of the Wagner-Lewis Bill.

WORKMEN'S COMPENSATION

Compensation: Compulsory.

Administration: Commission, not court.

Insurance: Two methods possible: (first method recommended) (a) State insurance fund, exclusive or competitive. (b) Private insurance carriers. Severe penalties on employers not complying with insurance requirements desirable.

Coverage: All industries and all employes, including state and municipal, but exempting possibly agriculture and domestic service.

Injuries: Define injuries to include occupational diseases. "Blanket" coverage thereof rather than "schedule" coverage.

Waiting period: Not more than 7 days nor less than 3.

Medical service: Unlimited medical and hospital service without cost to injured employe. Choice of physician by employe from panel. Impartiality of testimony re extent of disability.

Percentage: For nonfatal cases, not less than 66⅔ percent of the injured employe's wage. In case of death, 35 percent for widow, without children, plus an additional amount for each child, the total not to exceed the percentage for permanent total disability.

Weekly maximum and minimum compensation: Maximum should recognize the rights of the higher paid workers to a standard of living above the subsistence level and minimum should be not less than the subsistence level.

Compensation period: Fatal cases—benefits until death of widow or remarriage, in which case two years' compensation at time of remarriage. Children—to 18 years or thereafter if physically or mentally incapacitated.

Second injuries: (e.g. loss of second eye). Employer charged as though for first injury and balance to be paid out of special fund.

Minors: Double compensation for minors illegally employed.

Accident prevention: Adequate provision. Reporting compulsory.

Procedure: Informal, "Administrative," with adequate provision in law for the Commission to have the power to check "ambulance chasing," regulate attorney's and doctor's fees, etc. Appeals to be permitted to appellate courts only on questions of law.

MINIMUM-WAGE COMMITTEE

ENACTMENT of a mandatory minimum-wage law for women and minors an immediate objective in every state. The standard bill drafted by counsel for the National Consumers' League and recently enacted into law (with minor modifications) in six states recommended. With changing attitudes toward the setting of legal minimum wages for men as well as women, the enactment of state laws applicable to all workers when time seems ripe.

Administration headed up in one responsible executive within the Labor Department of the state, adequate clerical force and necessary field and inspection force for which adequate standards of training and experience must be required.

Rates set by minimum-wage boards to provide at least:

No differentials from the basic rate for learners and minors.

A higher hourly rate for part-time workers.

Overtime at the rate of time and a half.

The guarantee of the minimum hourly rate to all piece workers.

No differentials for locality or size of community.

Piece-work rates yielding the worker at least the hourly minimum rate.

Elimination from all codes of lower rates for learners, and differentials on the basis of sex.

HOME WORK

Abolition—the only way to control its growing evils.

Meanwhile regulations assuring same standards as established for factory workers; places licensed and inspected; home workers certified; employers giving out home work licensed and held responsible for violation of the laws.

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The President's New Relief Policy

JUST as this issue of The Survey went on the press, announcement was made of President Roosevelt's new plan for unemployment relief to fill the gap left by the demobilization of Civil Works. This announcement has the effect of dating somewhat certain of the materials relating to unemployment relief published elsewhere in this issue, although, until the new program is clarified by rulings of the FERA, it does not answer all the questions raised.

As it stands now the President's program is more a policy than a method. Although there is no implicit word, he who runs may read in the President's words a changing attitude toward relief which seems to recognize it less as an emergency and more as a problem of reconstruction. The new policy will become effective May 1, which gives two months to turn around in, and will be a first claim on the $500 million already earmarked for relief after that date. Beyond that there are funds already appropriated which might be diverted to its purpose—though no official word has been spoken to this effect.

The new program will be directed "to meet the peculiar need of three separate and distinct groups. These are:

1. Distressed families in rural areas.
2. Those composing "stranded populations," or persons living in communities heretofore supported by a single industry which has become non-existent.
3. The unemployed in large cities.

The plan for rural relief, to be developed in cooperation with agricultural authorities, is definitely one of reconstruction and clearly points to an extension of subsistence homesteading.

> Relief funds, therefore, will be expended on behalf of rural families in a manner and to an extent that will enable them to achieve self-support. Work for wages from relief funds is not an essential part of this phase of the program and will be provided only in so far as it is necessary to accomplish the primary objectives. . . .
>
> Some of the methods to be employed include building or rebuilding to provide adequate farm homes; the provision of seed and of stocks for other than commercial purposes, and opportunities to these workers to earn modest cash incomes through part-time or seasonal employment in small industrial enterprises. There should also be a planned distribution of the regular jobs on highways, in the national and state parks and forests and other public work prosecuted in agricultural communities.

The plan for stranded populations will be developed in collaboration with the subsistence homesteads division of the Department of the Interior, and with other federal and local agencies.

No one knows how many of these families there are,—perhaps 300,000, perhaps twice as many. But—

> The solution of the problem of these families involves their physical transplanting, in a large majority of cases, since the areas in which they are concentrated offer neither future employment at wages nor opportunities for self-support through agriculture. . . .

The great mass of unemployed in the large industrial centers is one of the administration's hardest nuts to crack. Much of the grief of CWA was due to the vast numbers not placed who left behind a trail of disappointment, recrimination and unmet need. President Roosevelt names the new plan "the work program," but in effect it seems to be a return to work relief on a large scale with home relief, more or less incidental, for those unable to work. In his announcement he recognizes the inadequacy of relief, whether in cash or in kind, for able-bodied workers and says that:

> The federal government has no intention or desire to force either upon the country or the unemployed themselves a system of relief which is repugnant to American ideals of individual self-reliance. Therefore, work programs which would not normally be undertaken by public bodies, but which are at the same time outside of the field of private industry, will be projected and prosecuted in and near industrial communities.
>
> Labor on these projects will not be expected of dependent members of the communities who are unable to work, but will be confined to those needy unemployed who can give adequate return for the unemployment benefits which they receive.
>
> Work will be given to an individual for a period not to exceed six months. This is in order that it may not be considered, or utilized, as a permanent method of support. It will be administered by and under the direction of those responsible for the unemployment relief activities in industrial communities.
>
> Every effort will be made to continue opportunities for work for the professional groups in need—teachers, engineers, architects, artists, nurses and others.

Thus it seems that the new "work program" will go back to local administration on much the same basis as before CWA rocketed across the sky, but will be freed from the regulations which the use of PWA funds imposed. This may mean that wages and hours of work will be determined locally. It is devoutly to be hoped that out of the wreckage of CWA that last ruling of "a minimum of 30 cents an hour" will be salvaged.

IT is stated that "the several states will be aided as the federal relief law provides in the financing of this enterprise." Which, considering the official emphasis laid on work as relief, raises the possibility that federal funds may be pretty definitely earmarked for wages for the employable—nothing is said about materials—while the care of the unemployable will be required from local funds. Nothing is said of a means test, but the use of the word "needy" indicates that something of the kind is contemplated. Here again let the devout hope be registered that the soul-weary unemployed, shunted helplessly as they have been for years, back and forth between relief and work relief, with the ordeal of registration and investigation attached to each shift, will be spared further disheartening routines and that determination of need will be made expeditiously.

If the new program for relief in cities means cash wages for work performed, it will be the end of the miserable practice of work-for-relief (in kind), a blight on the work-relief idea in many places, and will substitute a cash wage for a grocery order. This would be a distinct gain.

The President's plan is still too new for critical comment. But even at first glance the proposals for rural regions and stranded communities have a constructive ring though they seem to hold a good many administrative headaches and to leave gaps which relief from federal funds will have to fill for a long time to come. The test of the work plan for industrial centers will come in the ability of local authorities to find enough honest, non-competitive projects to give a real job to every needy unemployed man who can and wants to work.

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Women Without Work

By EARL G. HARRISON

Chairman, Joint Committee on Research of the Community Council of Philadelphia and the Pennsylvania School of Social Work

ALONE, unwanted by kith and kin, she is old and "poorly" and habituated to a way of life that shifts between occasional diminishing employment and casual increasing charity. Thus out of long columns of figures and the percentages of statisticians emerges the silhouette of the woman without work in Philadelphia, dependent at this time on relief for continued existence. She is not herself a creature of flesh and blood, but a composite of all the 1654 unemployed destitute women living alone whom the research workers of the Community Council and the Pennsylvania School of Social Work examined in their effort to discover the human content of a category of need which did not fit the routines of relief administration, and which no one knew very much about anyway.

In the first winter of the depression, 1930–31, the Philadelphia Committee for Unemployment Relief gave help to lone women by making special grants of funds to the Alliance of Catholic Women, the Jewish Welfare Society and the YWCA. Later it contributed on a per capita basis to DeLancy House, a small privately supported emergency shelter. With the establishment of the Municipal Bureau of Unemployment Relief and its successor, the County Relief Board, food orders were given to women living alone, with private social agencies continuing to help by paying room rents or by care in boarding-homes. In the beginning the participation of the YWCA seemed logical because of the impression that, given the general breakdown of employment, there must be large numbers of girls and young women in need of special protection and care.

But three years' experience raised serious doubts that this was a problem of girls and young women, and it was to resolve these doubts that the YWCA asked the Community Council to study the whole subject of unemployment relief for women living outside of families. While the study was under contemplation word came that the Women's Bureau of the US Department of Labor was contemplating a similar study for its own purposes. A basis of cooperation was worked out by which the Bureau provided two field workers and the data collected by both interested agencies were shared. The study was directed and the report written by Ewan Clague, director of the joint committee on research under whose aegis it was completed.

The study, begun in the spring of 1933 and just published (Women Without Work, Publication No. 7 of the Joint Committee on Research of the Community Council of Philadelphia and the Pennsylvania School of Social Work, 311 South Juniper Street, Philadelphia, 10 cents) included 1654 women in the care of the Philadelphia County Relief Board, the YWCA and the Service Committee for Professional and Business Women. Various other agencies were caring for women, but the committee believes that the 1654 studied include the majority of those on relief in the city and adequately represent the problem as a whole.

The age of the women was the first indubitable fact to emerge from the study to the confusion of the early impression. Some half of them were past fifty, more than a quarter past sixty, and there were as many past seventy as there were under thirty. Four women, three of them colored, were past ninety. Obviously the major problem was not of youth out of work but of dependent old age. They were not wandering women either, but solidly rooted in Philadelphia, a good fourth of them by birth and most of the rest by long years of residence. Only a handful had been there less than five years.

The aloneness of the women led the researchers into many bypaths of fact and even more of conjecture. While now alone and practically friendless, a large majority—some 70 percent—had been married. More than half were widows of long standing. Less than half of the whole group admitted the existence of any close relatives anywhere. Exploration on this line indicated that such relatives as there were were able to provide little if any consecutive help. To be sure many were helping, even though they themselves might be on relief, but the help was too small and uncertain to affect the whole situation of the woman concerned. The most frequent form of help was shelter, usually a room outside the relatives' own home. "This is eloquent testimony on the social problems involved in the care of these women, the relatives did *not* want them to live with them even when the relatives were the women's own children."

THE great majority of the women lived in furnished rooms nominally paying rent of less than $4 a week though all but a handful were in arrears from one to twelve months. There was ample evidence here of the consideration shown by landlords, more frequently landladies, and also of the fact that these lone women are not drifters but essentially home-dwellers for whom a congregate shelter is no answer.

To many of the women the need for assistance was not new. Generally speaking about half of those receiving relief in the spring of 1933 had been in a state of dependency for at least a year and in some cases for much longer. About one woman in every four had been known to social agencies prior to 1930, and though they cannot be classed as chronic dependents some of them were apparently drifting into that state even before the depression began:

> Those who were in difficulties before the depression and who have continued to need help during it are not likely to achieve a self-sustaining status after the depression is over. They are not true unemployment relief cases but must be treated on the basis of relatively permanent need. . . . Many who originally could not fairly have been termed chronically dependent have unquestionably fallen into this class in the course of the depression. If escape from their present status depends upon their own efforts it is probable that nearly half of the entire group will be permanently dependent.

Look at it as you will, the prospect for most of these women is gloomy, for estimates of their probable employability are far from hopeful. It was doubt on this very point which occasioned the study in the first place and special

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attention was given to exploring it. Curiously enough a considerable proportion of the women, about a fourth, have no record of work in recent years, some had never worked at all, others not since their marriage. Among those who had worked, the majority had been domestic servants or factory workers, both types of work much too hard for the older women though many had long and honorable service records. A special study of a sample of 277 individual women under sixty, made by the field representatives of the Women's Bureau, shows that only about 60 percent are employable, many of these with definite limitations. When allowance is made for the women over sixty who constitute 27 percent of the whole number, and for those with no record of wage earning, the conclusion is inevitable that more than half of all lone women on relief are probably unemployable, and that, on a conservative estimate, not much more than a quarter of the white women and less than half of the colored women are "clearly and definitely employable at the occupations for which they consider themselves qualified."

Important in estimating employability was of course the physical condition of the women, which did not, unhappily, serve to brighten the picture, but rather made more evident the limitations under which they might reasonably be expected to find and hold a job. But the disabilities affecting employability are only part of the story of the physical condition of these women, nearly 40 percent of whom reported serious illnesses over half of which could be classified as incurable and another large percentage as of doubtful curability. Altogether a large proportion of the lone women were either permanently or temporarily incapacitated for work on account of general ill-health, with "nerves" and "general rundown condition" appearing as peculiar afflictions of the native-born whites and gynecological diseases and physical injuries as more prevalent among the colored.

As a result of this study, the problem of the unemployed destitute woman living alone in Philadelphia is clearly defined as one of old age, chronic sickness and unemployability. "It is not a mass problem but one of individual needs, to be met by various types of care." What this care should embrace is discussed in five recommendations, here summarized:

1. Old-age pensions: A majority of the women over seventy, and they constitute 9 percent of the total—would be quite able to manage for themselves in their own homes if they could be assured of some small income on a continuing basis. Unemployment relief does not supply this. Old-age pensions would.

2. Increased facilities for chronically ill: Approximately 35 percent of all the women included in the study are suffering from chronic illnesses, many of them of a nature demanding medical attention and perhaps hospitalization. This need could be met either through nursing homes or, assuming an old-age pension system, through the conversion of existing homes for the aged into institutions for the infirm and invalided who require nursing-care.

3. Development of a continuing system of public relief: Over 40 percent of the women studied are between the ages of fifty and seventy and the problem of many of them is of assistance for the rest of their lives. Provision should come through the development of a system of relief under public auspices, probably achieved through the establishment of the Philadelphia County Relief Board on a permanent basis.

4. Payment of rent: Roughly half of the women studied stand a reasonable chance of being self-supporting in the future and require only temporary assistance to carry them over. Food, fuel and clothing are now being supplied but the payment of rent is equally essential to the solution of their problem. They are home-dwellers and their social and educational differences emphasize the requirement, not of group treatment as in a shelter, but of care adjusted to the needs of the individual.

5. The transfer to the Philadelphia County Relief Board of the relief activities which the YWCA and like agencies are maintaining for women in the older age groups: The fact that 90.7 percent of the women studied are over thirty years of age is sufficient evidence that organizations traditionally dedicated to the interest of girls and young women should not be obliged to carry a burden involving chiefly old-age, chronic illness and unemployability. These agencies have important responsibilities of their own and should concentrate on them, freed from the administration of unemployment relief and old-age assistance.

Single Blessedness

By WAYNE McMILLEN
University of Chicago

IN Mussolini's Italy important public officials were recently given a choice between marriage and dismissal from service. Bachelors are proscribed, overpopulation notwithstanding, apparently because the dictator thinks every man should sire a soldier.

In America single men are not treated as pariahs unless they are destitute. But if they are in want, they too become victims of discriminatory treatment. In most jurisdictions the state of single blessedness guarantees to the applicant for relief a one-way ticket to the flop-house.

The experience of the Baker brothers in Chicago is typical. Ben has a wife and three children. Ezra is single. Both lost their jobs in Thanksgiving week of 1931 when the cement plant closed. Within a year savings and credit were exhausted. In September 1932 they applied for relief.

Ben received help at once. A monthly food ration carefully worked out by dietitians and valued at $28.79 was delivered regularly all winter. The rent was not paid, nor was there any cash allowance for incidentals. But Ben stayed at home with his family and, within the narrow limits of the relief allowance, lived his life as he saw fit.

Ezra's case was different. He was told to go to the Single Men's Bureau down near the Loop. There he waited in a long line. He asked for food to cook over the gas ring in his room. This was refused. He was given a ticket good for two meals and a night's lodging at a shelter in an unfamiliar neighborhood on Green Street, eight miles from his home. He rejected the offer. A week later he returned and accepted the ticket. A month later he could scarcely remember what it was like to decide for himself that he was tired and wanted to go to bed.

Housed in a shelter with three thousand other men, Ezra's life was rigidly regimented—up at 5:30, breakfast at 6:15, out of the building at 7, presumably to search for work, back at 5 to get his card punched, supper at 6, bed at 9:30. Day after day, the inflexible routine continued, at a cost to the county of about $4.20 per month.

Bad as this was, it could have been worse. The fifteen

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or twenty shelters in Chicago provide a higher level of care than is found in most communities. San Francisco's homeless are obliged to sleep in their clothing. Unless recently improved, the shelters there have no mattresses. A strip of linoleum separates the sleeper from the steel bed-springs. Toledo boasts that its shelter care costs only seven cents per man per day. Labor performed on the streets by these beneficiaries of Toledo's munificence is said to have saved the municipal budget $90,000 last winter.

In Philadelphia, a huge building formerly occupied by the Baldwin Locomotive Works, houses four thousand men. The odor of disinfectant is strong and constant. After four years this stinking structure is still hopefully called a temporary shelter. Last spring when funds were low the building was emptied by dumping all the occupants unceremoniously into the street to get along as best they could.

THE shelters, now familiar landmarks in the meaner streets of our cities, have traditionally been the haven of vagrants and dispossessed wanderers. A new clientele was thrust upon them when local relief officials discovered it was cheaper to relieve destitute single men in shelters than in their customary domiciles. Evicted and solitary widowers, divorced and destitute workmen, unemployed bachelors of all ages and classes have thus been fed into the vast maw of a machine geared to the supposed requirements of seasonal laborers, professional hoboes and marginal migratory labor of all types. Few relief officials have paused to ask whether accommodations which a destitute transient could tolerate for a day were suited to the needs of those who would be obliged to endure them month on month.

The outstanding characteristic of a majority of the shelters is their emphasis upon deterrence. If the service is poor enough, the beneficiaries will be stimulated to seek work and will be less disposed to object when notified to move on—so runs the theory.

The overwhelming appeal to the administrative mind of cheap mass-treatment has been demonstrated in city after city. In Chicago where hundreds of unmarried citizens had for eighteen months or more been dragging out an unwholesome existence in congregate shelters, decision was reached last winter to give opportunity to a selected group to live on the outside. An immediate improvement in morale resulted. The men were required to work for their aid and were privileged, insofar as their relief budgets permitted, to live in the way best suited to their tastes and needs. Several hundred of them worked out their relief by assisting in the Chicago Public Library where their services met with the enthusiastic commendation of those in charge. But the money cost was greater. A man could be kept in a shelter for $1.05 per week. Outside his care cost at least $8 per month and often mounted as high as $15 or $20.

In June an order was issued that extra-mural care of resident single men in Chicago would terminate July 1. Belief was expressed that a good many men would refuse to return to the shelters and would somehow or other shift for themselves. To relieve destitution by ignoring it is a practice evidently not yet sufficiently hoary to have lost its vitality.

The order was vigorously protested by interested citizens, and an amended order was issued. Single men could continue to receive extra-mural care provided the cost was kept at the level of shelter care. The alternative is to reenter the shelter. Unmarried men in Chicago henceforth will have the privilege of trying individually to effect the economies that mass operations yield. The shelter is open to those who find they cannot do it on $5 a month.

The Federal Emergency Relief Administration is now struggling to set up for the first time in the history of this country a really adequate, nation-wide program for care of transients. Most local authorities think it is dangerous to provide a type of care that may induce destitute strangers to tarry in their midst. Resistance to the federal standards of care will therefore be encountered in some jurisdictions. Decent provision for resident non-family men should not be held in abeyance until the federal authority has converted local communities to the new plan of humane treatment for non-residents.

The employment provided under the Civil Works Administration has thus far scarcely touched the destitute unattached men. In November 2099 local homeless men received shelter care in St. Paul. Despite an aggressive Civil Works' program, instituted during the latter half of November, there were still 1928 local men in shelters at the close of December. Both in St. Paul and in Minneapolis relief officials admit that homeless single men have been placed in CWA employment only when a draughtsman, engineer or other skilled person was needed and could not be located within the ranks of the family men.

In Chicago the Unemployment Relief Service was carrying 66,249 family cases when the Civil Works' program began. Of this number 33,674 or 51 percent had received CWA assignments by January 3. During this same period only 5000 single men were given work. On January 3 the number of homeless residents still in shelters was 18,753.

IN Sioux City, Iowa, four hundred single men forwarded a letter to President Roosevelt on December 27 protesting the ban against single men in the local Civil Works' program. Approximately twelve hundred homeless men were receiving shelter care in Indianapolis early in January. Practically none had been sent to employment. In northern Indiana the Gary-Hammond district still has about one thousand local men in shelters, at least one of which was formerly a stable. Thus it appears that the earlier discrimination in standards of relief has carried over into the New Deal and the inarticulate minority pays the price.

The federal relief authority is not responsible for instituting this discriminatory practice. Its growth began when communities were struggling to finance swollen relief programs out of taxes on deflated local real-estate. The system of denying to unattached residents any assistance beyond submarginal physical care in congregate shelters has nevertheless now become so firmly entrenched that few local relief officials will abandon voluntarily a method so cheap.

The Federal Emergency Relief Act of 1933 invests the national administrator with real power not only to formulate policies but to correct abuses. With these trump cards in his hand, the federal authority is in a strategic position to put a stop to further forced housing in shelters of local residents whose only crime is that they are widowed, divorced or unmarried. Such persons are entitled to a type of assistance as flexible as that provided for local families. American poor laws, archaic as they are in most respects, do not discriminate among beneficiaries on the basis of marital status. To be eligible for relief the only requirements are that the applicant be actually destitute and a resident. It is not unreasonable to urge that the new federal relief program translate into actuality a theoretical equality that dates back to Queen Elizabeth's time.

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Toward Resilient Faith

By EDUARD C. LINDEMAN

President, New Jersey Conference of Social Work; Faculty of the New York School of Social Work

IT will be recalled that my summary of last year's conference included numerous elements of uncertainty, hesitation and doubt (see Social Workers Hesitate and Then—? by Eduard C. Lindeman, The Survey, January 1933, page 13.) It seemed to me then that the social workers of New Jersey were participants in the generalized mood of fear and insecurity which at that time characterized the nation as a whole. Happily, the mood of doubt is seldom persistent; man finds it more congenial to his needs to move always in the direction of relative certainty and belief. This feature of conduct is, perhaps, a necessity of life: without faith of some sort activity loses its primary meaning. At any rate, it seems now wholly patent that your temper has changed; there is at this conference a pervasive attitude of eagerness. We still live in a period of bustling confusion but at least we are bustling. We may not have overcome entirely our pessimism of last year but we seem now to be merely partially discouraged optimists. There is, I believe, an evidence of a certain resiliency of belief born of a rejuvenated assurance that our problems are somehow soluble. And it also occurs to me that this revival of faith is accompanied by a new form of aggressiveness and objectivity. In short, we seem to be more prepared to confront our imposing tasks and less likely to seek ways of fixing blame upon others. In place of the obvious fear which motivated us last year we seem to have substituted a determination to accept the new flexibility which has emerged from chaos as an opportunity to reach toward higher goals.

May I suggest that the new mood of resiliency and faith be thought of as the steady accompaniment of the following perplexities, questions, affirmations and responsibilities which I have culled from the reports of the various addresses and discussions which have taken place at this current conference. I shall not attempt to repeat last year's exposition of my summary in the form of a patterned essay but shall merely state each item in its barest outline. It is my hope, however, that this limitation will cause you to make even better use of your material. This summary might be taken, I believe, as a sort of continuing agenda for discussions in social-work circles during the coming year. These are, then, the items of your concern which seem to me significant:

I. *What is, and what is to be, the responsibility of the social worker with respect to the various efforts at recovery and reform which are now being forwarded by our national government?*

Three general attitudes appear to prevail, the passive, the resistant, and the exuberant. None of these seems to be entirely mature. What the situation seems to call for is not stubborn, non-experimental resistance on the one hand, nor irrational acceptance on the other. Our so-called "American Plan" can only succeed if the value-conscious and the method-conscious citizens maintain an attitude of critical experimentalism. Those who resist and even go so far as sabotage, need to face candidly the probable alternatives. So far as I can see, the most likely consequence of failure will be some form of dictatorship or Fascism. We may not be able to escape this, but so long as there is a chance of forestalling a period of violence it seems to me that social workers aim to make the attempt. There are no actual signs of a deep-seated social revolution in American life. There exists a fresh mood of trial and error, of experimentalism, and it is this which social workers have apparently detected. On the whole, therefore, it seems to me that social workers may now be regarded as critical supporters of the present administration's program.

II. *Our present crisis has revealed once more the deep-seated need for coordination between our state and local units of social welfare.*

This great and neglected need has been so often stressed in the past, but our progress is unbelievably slow. Social workers are, however, persistent. They want such coordination, not merely because of its obvious promise of increased efficiency but also because they see it as the only sure way of equalizing welfare services throughout the state. They do not wish to construct a bureaucracy; on the contrary, they seek a wider means of public education. The citizen will find more opportunities to learn about and to participate in the promotion of public welfare when all of its functional units are woven into one harmonious structure.

III. *In what sense does the present situation of unemployment, of dislocation in occupations, and the compulsory return of employed children to school attendance imply a reexamination and redirection of our entire educational system?*

Next to their own specific tasks, social workers are deeply concerned with schools and education. Their experience during the present crisis has led many to look toward the creation of an entirely new type of school designed to meet the needs, not of prospective university students, but of the great mass of youth who might have been drawn into industry under ordinary circumstances. Some are thinking of new rhythms of learning, that is, learning related to work experience of a non-exploitive variety. Others are thinking of a redirection of the whole system of public education in terms of new cultural goals. And still others have come to realize that there must come about a much closer relationship between education and social work. One of the simple implications of these newer attitudes points in the direction of a better understanding of education on the part of social workers, and a better understanding of social work on the part of educators.

IV. *What is to be the responsibility of the social worker with respect to future programs of social legislation?*

Slowly we are coming to realize that our technological civilization calls for a corresponding sense of security on behalf of workers. At present such security is being found in vast expenditures of public funds, usually labeled "emergency." But we must not assume that our present

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emergency program is to remain as a permanent byproduct of this depression. Cultural patterns do not alter so quickly. On the contrary, we should be prepared for the moment when these public appropriations may be withdrawn abruptly. That some new cultural patterns affecting social work will arise seems inevitable, and we should also be prepared for new adjustments; certainly there will henceforth be a much closer working relationship between private and public agencies. But what is particularly in my mind is the belief that our real task of social reconstruction involves some belated legislation. It seems to me to be a necessary correlate of our current experience that real security for our citizens can only eventuate through the instrumentality of governmental enactments. We begin to see, I believe, that laissez-faire is not only unworkable in the economic sphere but that its end has come as well in the realm of social well-being. We cannot expect the social problems precipitated by our type of civilization to get solved by "letting things alone."

As social workers come to realize this potentiality they will, I believe, align themselves aggressively with the other socially minded citizens who are already faced in the direction of a thorough-going program of social legislation. The State of New Jersey is lamentably weak on the side of its labor laws. Many of the enactments are, no doubt, partially satisfactory but even these are not aggressively enforced. If I read the signs of the time aright, each state of the Union will soon be called upon to bring into existence an effective, progressive and modernized department of labor. It would please me if New Jersey social workers found it possible to step boldly in this direction.

V. *Many social problems which hitherto have been regarded as belonging peculiarly to children are coming to be seen as unadjustments among adults, primarily parents.*

Of the many paradoxes in American life, perhaps none has proved to be so baffling as the parallel between education on the one hand and crime and delinquency on the other. In the early Nineteenth Century we hoped that lawfulness might increase in proportion to the extension of education. It is almost correct to say that the reverse has been true. Our attack upon the problem of so-called juvenile delinquency, that phase of our general lawlessness which is most disturbing, still lacks effectiveness. Slowly we are coming to see that a specific approach to crime and the law-breaker is ill-advised. The sources of crime and delinquency reside in families, neighborhoods, communities. These social units are dominated by adults. The proper approach to a social situation calls for social methods. Reforming children is a futile process so long as their elders remain unregenerate.

What is true of the disturbances related to crime and delinquency is equally true of most other problems which have been classified in the past as child welfare. Consequently, it is not surprising to note that social workers everywhere have begun to give attention to the movement known as adult education. Nor is it accidental that so much emphasis in adult education is placed upon parents. Insofar as social work aims at prevention, parent education becomes one of its most important instruments.

VI. *If, as now seems obvious, private social agencies are to remain as more or less permanent parts of our social structure, what appeals for their continuing support are likely to be effective in the future?*

This question is agitating social workers in all parts of the country. During this economic crisis public social work has expanded beyond all former anticipations. This trend represents a probable shift in our cultural pattern. But it should be remembered that cultural patterns do not change suddenly, and that abrupt alterations are likely to be followed by equally abrupt reactions. It should not be surprising if the vast public expenditures on behalf of social services were to be precipitately withdrawn. The private agencies would then find themselves confronted with an unprecedented challenge.

In the meantime, most adherents of private agencies already realize that significant changes in the total setting of social work will have taken place. They are now concerned with the elementary question of how to validate the existence of such agencies. In short, their appeal to the public is being reexamined. Many have already admitted the "wrongness" of some of the older appeals. It is no longer valid to promote the private agency by informing the public that governmental social workers are "hard" whereas private ones are "human"; nor is it quite fair to insist that private social work is economical while public is wasteful, that private agencies maintain high standards while public ones are representative of universally low standards. These are outworn appeals. And finally, it seems to me that those who ask the public to support private agencies as a sort of insurance investment against so-called radical movements ought now to be called to account. Social work which does not labor actively on behalf of social change does not deserve its title.

If it may be said that the "right" appeal for the private agency is gaining ground, the evidences may be found in those educational movements which emphasize social work as a specialized task for certain types of unadjustment; which interpret the private agency as an experimental laboratory for developing new methods; which interpret private social work as an opportunity for perpetuating the notion of the value of the layman's participation. Some have even gone so far as to recognize the promotion of public social work as one of the appropriate functions of the private agency.

VII. *In our haste to "moralize" industry we are likely to overlook the importance of the consumer in the total economic equation.*

The social worker's contact with the economic problem occurs most frequently at the level of consumption. He is, of course, concerned with production, with wages, and with all other factors in the total situation but he sees the consequences of the economic system most pointedly in relation to the purchasing and consuming function. Our present formula for economic recovery is predicated on the necessity for rising prices. Our economists believe, and no doubt rightly, that reemployment and reinvestment can only come about when prices begin a steady upward trend. The government has insisted that it will promote this movement if industry will maintain decent conditions of work, eliminate unfair competition, and allow workers to organize collectively for purposes of protecting and enhancing their interests. At the same time almost all economists agree that there can be no restoration or perpetuation of economic "health" which is not based fundamentally upon an increased purchasing power on the part of consumers, upon a steadily rising standard of living, and upon the distribution of honest goods.

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It is difficult to see how these two objectives may be attained unless some method for redistributing the wealth of the nation is effected. If industrialists wish to sell more goods, they must be content with lower profits. If bankers and investors wish to participate in a more orderly system of production and distribution, they must be prepared to accept lesser dividends. And if those who now possess large amounts of surplus wealth wish to continue to live in an orderly society, they must be prepared to have this unused wealth redistributed (by taxation or otherwise) for consumption purposes. From the consumer's point of view, our present money economy is a liability; the consumer is not interested primarily in money, the symbol of transferable goods, but he is concerned about the goods. It is natural, therefore, that social workers should give evidence with respect to the present crisis in terms of the consumer's situation. It is reasonably to be expected that they will utilize this evidence and their knowledge of the actual situation as parts of a general movement on behalf of the consumer's interest.

THESE seven issues seem to me to have been predominant in the deliberations of this conference. Lively concern was also expressed for such issues as: the new position of the immigrant and the foreign resident; the effects of the NRA upon Negro workers; the breakdown in public-school morale; the emergence of new leadership in social work and in social movements; the sadly-neglected areas of our state, mostly rural, where social services are still wanting; the gaps between school and jobs; some newer problems of health, and the innumerable problems rising as a consequence of the federal government's various programs of relief. Both the old and the new problems were confronted in their turn.

Throughout these dominant and subsidiary preoccupations of conferring social workers, and in spite of the confusions which the situation inevitably produces, there seems to be an encouraging sign of new aggressiveness. Its sources may be traced, I believe, to the dawning assurance that social work is engaged in building a new whole out of fractions which have been hitherto disrelated. The national emergency has at last helped us to relegate our petty personal and institutional frictions to their proper sphere. We are on the road toward social coordination and correlation; we see the social problem as belonging to all citizens, both as cause and as cure; and we begin to see ourselves as collaborators in the imposing task of liberating the American folk from the unnecessary burdens of chronic insecurity and unadjustment. In place of debasing fears there arises a resilient faith.

The Challenge of Red Medicine

By FRANKWOOD E. WILLIAMS, M.D.

Author of a forthcoming book of personal observation: Russian Youth and the Present-Day World

THIS book[1] closes with a quotation from the Rev. Harry Emerson Fosdick to the effect that Russian Communism may be a challenge to our own social system: "What if in the end these atheists in Russia should turn out to care more for building a better social order than we Christians in America do?" The facts gathered from the book would indicate that, so far as medicine and health are concerned, these atheists do care more; the facts are a challenge to the medical organization in every western country, and indirectly, therefore, to the capitalistic organization of society in those countries.

It is an astounding array of facts that the authors have gathered. And neither is a young "idealist," well intentioned but inexpert in gathering facts. Both are mature men with a lifetime of professional work behind them that gives them internationally a deserved reputation in the field of medicine, public health and social work, more especially social medicine. It is doubtful, indeed, if there are two men in the world better equipped for such a study; so far as I know, no two men have the background of international experience of these two. And it is the very fact that this is not an isolated and special study but the latest of a series of similar studies made over a number of years in eighteen countries of Europe, that makes this report of unusual importance. The medical and health organization in each of the eighteen countries has been reported upon separately. In 1932 the more cogent data from each of these studies were gathered together for a single book, Medicine and the State. In this book certain conclusions are drawn in the form of postulates as to what the objectives of a health and medical service should be and what may be said to constitute an adequate health and medical service. It is following this that the authors go to Russia—to make their nineteenth study. It is of interest, too, that in Russia their observations were not confined to Moscow and Leningrad. Careful studies were made in these two cities, but more extensive studies in the cities and towns of Georgia, the Crimea and the Ukraine.

The authors themselves point out that their stay was limited and that their ignorance of the Russian language made it necessary to use interpreters. To the critics who have tried to turn these statements against them to invalidate their findings, one may mark that investigators equipped with a knowledge of the field may learn more in six weeks than others could learn in as many months, and have from their background the means of checking with their eyes information relayed by interpreters. Moreover, objection to the authors' use of official statements and figures can be valid only to those who believe that Russian officials are liars, a point of view wholly inconsistent with the experience of those of us who have had an opportunity to see their consistent regard for fact, whatever its nature.

They do not like everything they see in Russia. One of the side-interests in the book for the reader is seeing them struggling with their English and American moral and ethical sense as they come up against Russian concepts. The anti-religious attitude, the class bias, the exclusion, or at least partial exclusion, from social life of certain groups (they are very fair here) disturbs them throughout, or, at least, disturbs one of them. (The reviewer does not know how the book was written, but he gets the distinct impression that one of them has written-in sentences, sometimes a paragraph, in a chapter written by the other and what seem to be interpolations are usually concerned with

[1] RED MEDICINE: SOCIALIZED HEALTH IN SOVIET RUSSIA, *by Sir Arthur Newsholme, K.C.B., M.D., and John Adams Kingsbury. Doubleday-Doran. 324 pp. Price $2.50 postpaid of The Survey.*

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their moral and ethical issues. It is unfortunate that the authors were not as free to understand these issues as they were the medical problems—had they understood, their spirits would not have been so troubled.)

But really no matter. They are studying medical and health organization and from a background of broad experience. They do know a poor from a good hospital or clinic, what constitutes competent medical service, and an adequate medical organization in any particular health field and regardless of their occasional injured moral feelings their professional eyes see and they are eminently fair. (This is meant to be real praise. Not everyone can do this, as we well know. Serious astigmatism, or cataracts in one or both eyes is likely to develop among professionals who visit Russia. The evidence of moral conflict that these authors, or one of them, went through in Russia, makes the more admirable the professional integrity that reports as good what is found to be good.)

Some of their findings may well be mentioned here:

No separation between clinical and preventive medicine.

Each physician is expected to consider the health of his patient not merely as a patient, but as a member of the community whose efficiency, if possible, must be increased.

The physician has been removed from the field of monetary competition.

Private practice probably does not amount to 10 percent.

In each republic there is a unit national system for the entire population.

The great superiority of Russian medicine lies in its unitary arrangements, in the complete avoidance of redundancy or gaps in the city services, and in the special precautions taken to ensure that every patient receives as complete an overhauling as is required.

In towns there is a combination of abundant recreation and sport with a unique system of public health and medicine which in planning and to a large extent in accomplishment is more comprehensive and better unified than any we have found in other countries.

Russia has lagged behind other European countries in medico-social reform; it has remained semi-Asiatic or Eurasian; now with lightning-like speed it has instituted in its best organized cities provisions for medical care for approximately the entire population which are more complete and freer from inhibitions to readily accessible help than holds good in any other country known to us.

An astonishing fact is the vast provision of convalescent homes and sanatorium accommodations, probably larger in proportion to population than in any other civilized country.

Hospitals visited were good; the newest with newest and best appliances.

The medical center in Rostov, in its modern housing and equipment, compares quite favorably with the new medical centers in New York.

The Babies' Hospital and the Hospital for Bone Tuberculosis (Rostov) were certainly among the finest either of us had ever seen.

The medical and hygienic care of mothers and their children has filled us with admiration and wonder that such good work, scientific and advanced work, should be undertaken and successfully accomplished in a period when the finances of the country are at a low ebb.

For "open" tuberculosis in towns there is institutional treatment of approximately 100 percent of the cases. Before the Revolution there were 350 beds for tuberculosis in the whole of Russia, now 35,000, and in addition some 12,000 beds in day and night sanatoria.

In Tiflis all school children are screened and an x-ray photograph is taken in suspicious cases.

In Moscow the rate of syphilis has fallen from 57.75 per 10,000 population in 1927 to 31.0 in 1931. It is hoped to "liquidate" syphilis as a mass phenomenon before the end of the second Five-year Plan. A similar fall in the rate both of syphilis and gonorrhea is reported for Rostov.

The reduction of morbidity in Soviet Russia has been general, and in the case of certain acute infectious diseases must be termed sensational.

We could scarcely evade the question: Does the Soviet organization . . . assist to an exceptional extent a complete medical and hygienic service for the entire community? To this question we can give at once a definitely affirmative answer.

THE book covers a wide range. From their earlier studies the authors had become convinced that "national health is a function of society" and they found further confirmation of this on entering Russia. They began, therefore, as one must, by studying Russia and Russian social organization. Fortunately for the reader they have included this material in their preliminary chapters, for the reader, too, must have this before he can understand what follows. There are excellent, if brief, chapters on, The Background of Russian Life, Russia's Travel Towards Communism, Stages in the Introduction of Communism, Government in the USSR. There are further chapters on industrial conditions and health, agricultural conditions, religious and civil liberty and law, home life, recreation, clubs, education, the position of women, children and youths, marriage and divorce, all intricately wound up with health and as important in planning for health as hospitals and clinics.

A chapter is given to maternity care, another to the Problem of Abortion (here morals enter in and the authors are a bit skittish), to social insurance, public health and medical administration, Russian medical history and the training of doctors (the latter part of this chapter is inadequate both in data and method of approach; as morals entered into the chapter on abortion, one feels that preconceived notions have entered into the discussion of medical training; the tendency is to deal with the problem as an abstraction rather than as a reality with which the Russians are faced—but it must be said at once that this tendency, so fatal to any discussion of Russian problems, is a definite exception in this book). There are chapters on tuberculosis and on the treatment and prevention of venereal disease.

There are really two concluding chapters, one medical and the other moral or ethical, evidence again of the conflict that has been going on from the beginning. Summarizing their medical observations, these are judged by two standards known to us. First by the maladjustments in the provisions for medical care in America as reported by the Committee on the Costs of Medical Care. The result is generally favorable to Russia. Finally, and most strikingly, against the postulates developed by one of the authors as a result of his previous eighteen studies:[1] "Measured against the postulates . . . it would seem fair to conclude that Soviet Russia has at least in many respects come nearer to fulfillment of these postulates than any of the other countries studied by us or of which we have knowledge." To understand the full force of this statement one must be familiar with the postulates, which, indeed, are but common sense standards to which all would agree with lip-service but which in our practical world seem like

[1] The studies of the relation between the official and private practice of medicine made in eighteen European countries were conducted by Sir Arthur Newsholme individually and the final volume Medicine and the State in which he discusses the philosophy of the present-day practice of medicine is the product of his pen alone.

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dreamy ideals to be discussed at uplift conventions. Yet to Russia they are not apparently dreamy ideals but obvious common sense and starting with practically nothing (no doubt an advantage but far from the full explanation) she has in a few years, according to our authors, come nearer to attaining these standards than any other country with its hundreds of years of social and medical organization. But as this book makes clear, this is a social rather than a medical challenge. It is not that the physicians of Russia are a higher-minded group than the physicians of other countries. The social aim, of which medicine is a part, is different in Russia than in other countries. It is the social aim in Russia that makes this medical advance possible and it is the contrary social aim in other countries that makes this medical advance impossible. This is the crux of the whole matter and until it jabs us and gets under our skin like a sharp pin or a chair full of pins and forces us to move, we are "just messin' round" and can continue to pile up on the shelves hundreds of "reports" on medicine this, that and the other.

The final conclusions are ethical and moral and what can one say? Although it has been apparent that a moral conflict is troubling at least one of the authors this reviewer was not prepared for a paragraph to be found in the last chapter in which a statement is made that will seem so obviously true to most people and yet is so confused that it is obvious that something very vital in the spiritual life of Russia was missed.

> If everyone's character were impeccable, if personal motives were never allowed to conflict with communal interests, one could anticipate a successful future for Russia and its vast experiment in enforced idealism. [Can one speak of the ideals of Russian youths or of Russian workers generally as "enforced"?] But we live in the actual world [Are we any longer so sure that we do?], with its conglomerate assembly of conflicting, multifarious, and self-centered interests, [How aroused, how aggravated, how maintained?] in which pure altruism plays a relatively insignificant part. [And why? Is not spiritual growth and service as intricately wound up with social aim and organization as medical development and service—the latter the authors have taken pains to emphasize; "national health is a function of society;" why not also spiritual health?] Can Soviet Russia seriously expect to develop *a higher standard of morality than Great Britain or the United States?*" [Italics and brackets mine.]

But, again, really no matter. Such statements are like unimportant parentheses in an eminently valuable piece of work. The professional task the authors have set for themselves has been well done and the result is a book that anyone interested in Russia, or medicine, or social work will need to read.

What About Mothers' Pensions Now?

By GRACE ABBOTT
Chief, U.S. Children's Bureau

SOME three hundred thousand children, most of them fatherless and all of them dependent, are being supported by mothers' pensions or mothers' assistance funds. This is by no means the number of such children needing or legally eligible to receive assistance under existing mothers' pension laws. It is, perhaps, not more than half the number that would receive this type of aid if appropriations were adequate. In many states there are long waiting lists, and in some only a few of the counties have ever taken advantage of the permissive state laws. But from 1911 to 1931 the trend was progressively toward acceptance of the principle of mothers' assistance funds, both by state legislatures and by county commissioners, so that in 1921, ten years after the first law was passed, at least some kind of mothers' pensions were being granted in some 1100 counties in 40 states, and by 1931 in approximately 1600 counties in 45 states.

Provision for the use of the budget system to determine the amount of the assistance needed instead of a maximum amount specified in the law, while still far from universal, was becoming more general and allowances more nearly adequate. Fifteen states now share in the costs of these benefits to mothers, so that better as well as more uniform administrative standards are being developed. While progress toward these objectives was discouragingly slow in some states and accumulating evidence of the need of a state equalization fund to be administered by state departments of welfare was ignored in many, on the whole the movement to give security in their own homes to this group of children had made great headway up to 1931.

For the first three years of the depression, these gains, which had been made through the years, were maintained, but during 1933, for the first time, considerable ground was lost. At a conference on the Present Emergencies in the Care of Dependent and Neglected Children, called by the Children's Bureau in December of last year, state officials reported that 33 counties in Michigan, 10 in Illinois, 6 in Wisconsin, 4 in Pennsylvania, and 2 in New York had discontinued mothers' allowances. That is, in these and a growing number of counties where pensions were formerly granted, no appropriation has been made this winter and the mothers' assistance families have either been uncared for, or have been placed on poor relief or on the federal-state relief rolls. While the number of these "defaulting" counties is as yet small, it is impossible not to conclude that the movement will spread unless definite effort is made to acquaint the public with the value of this form of assistance.

Why should these mothers and their children not be sent to the emergency relief offices? In answering this question, we ought to reexamine the social basis of mothers' pension legislation, its history and the grants now being made. Many will recall that from 1911 to 1915 it was repeatedly pointed out by proponents of this type of legislation that the care of dependent children in their own homes was to be preferred to care in an institution or a foster home, and that such care was not only better, it was cheaper also; that while many such families were being kept together by private charity, the support given had frequently been uncertain and inadequate even in large urban centers and was usually not available at all in smaller cities and rural counties; that often neither poor relief nor private charity was available to a mother who was able to work and for whom employment could be secured. As the unskilled mother could not earn sufficient to support her children

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and at the same time provide adequate supervision for them, the result frequently was that assistance became available only *after* instead of *before* she had broken down under the double burden of wage-earning and homemaking and the children had become demoralized or delinquent.

Mothers' pensions were to end that policy. Their enactment constituted public recognition of the fact that long-time care must be provided for these children whose fathers were dead or incapacitated, or had deserted; that security at home was an essential part of a program for such care, and that this security could be provided for this whole group of children only by public provision for care in their own homes. Mothers' pension legislation was to give dependent children the same kind of security, by the same general method, as is now being sought for the aged in old-age pensions. It was passed during the period of reliance on the local unit for all social services. Since that time the necessity for a larger taxing unit has been demonstrated; state equalization funds for education have been provided in state after state; the old-age pension laws of recent enactment in Michigan, Maine and New York provide for state payment and a cooperative state and local administrative scheme, and unemployment relief has required federal as well as state assistance.

The small, local taxation unit relies on a property tax, and during this depression many counties and towns have been unable to provide support for education, health and social welfare.

IF proper provision for dependent children is to be made, it is essential that various types of services be available. Provision of home relief for the children whose parents are unemployed or for some other reason are temporarily destitute, has absorbed public attention. The maximum number of children cared for under the federal-state unemployment relief was about six million. Their needs, because of the numbers involved, should be the first claim on our resources. But for an unascertained number of these children on emergency relief, long-time care will be necessary. No report has been made as to how many widows' families or how many permanently incapacitated fathers are on federal relief. Hence we do not know how many of these six million children should be transferred to the mothers' assistance funds and their parents or parent not counted as among those we can expect to become self-supporting in the near future.

The relief census showed more than a half million over sixty-five years of age on relief, but the number who are widowed mothers or for some other reason belong in the mothers' pension group is not available. We know, in general, the reasons why these mothers' pension families have not been transferred to mothers' assistance funds. First, mothers' assistance funds are inadequate for the load they are already carrying. Second, because federal funds are available for temporary relief (how temporary we do not know) and not for long-time care, everyone has been dealt with on an emergency basis. The necessity for caring for these pension families, at least on federal funds, has been regarded as temporary only. One thing certain is that the standard of care for this group of children has declined sharply in many counties during the past year. For example, in 1933 as compared with 1931, the numbers of families cared for on mothers' assistance funds in New York State increased 26 percent and the appropriations, 1.8 percent; in Indiana the increase in families was 23 percent, in expenditures 1.4 percent; in Oregon the increase in families was 20.6 percent and the decrease in expenditures was 4.1; and in Rhode Island a 19.1 percent increase in families is reported with a 3.8 percent increase in funds.

Reports to the Children's Bureau for the Social Statistics Registration Area show a decrease of 4.7 percent in the amount of mothers' aid funds and an increase of 6.4 percent in the number of families receiving this kind of assistance between 1932 and 1933. Back of this average are communities which have maintained budget standards although they have accepted more families, but what has happened in many cities, social workers will understand from the following percentages of change between 1932 and 1933:

	Percentage—Increase or Decrease	
Area	Amount of funds	Number of families
Berkeley	+ 5.0	+16.8
Chicago	−22.4	−22.6
Wichita	−23.3	−14.9
Boston	+17.6	+25.3
Detroit	−17.6	+ 4.1
Omaha	−21.3	− 1.8
Rochester, N. Y.	+ 8.3	+25.2
Utica, N. Y.	+ 6.3	+22.4
Seattle, Wash.	−22.3	−19.3

The number of families does not tell the whole story, because in many families where there are older relatives and children who are above pension age but who are nevertheless unable to secure work, mothers are trying to make the pension grants meet the needs of the entire group. As a result, younger children are insufficiently fed and families which, under the pension system, were able to meet their obligations regularly are piling up debts. In some areas those who should receive permanent care during childhood have not been forgotten in the avalanche of emergency care. In these, standards have been maintained and occasionally raised.

In theory the assistance given the mothers' pension families was to be sufficient to insure that their resources were adequate for food, rent, clothes and a very small allowance for recreation, medical care and so on. But in many places "mothers' assistance" was, in fact, only supplemental relief and the mother worked outside her home or private societies assisted, or by means of both she kept her family going. The depression has dried up these other sources of supplemental aid, and with reduced public grants and work not available, conditions have gone from bad to worse, especially since 1932.

We, that is, organized society, will have to pay eventually in perhaps arithmetical or even geometrical progression for our failure to bring security and stability to the care of these especially disadvantaged children. It will pay for its failure, also, to provide for foster care for children now being cared for in demoralized homes on emergency relief; for not making long-time plans for the forlorn youngsters left stranded through one cause or another who are now being cared for in the home of this or that relative who is receiving unemployment relief and finding it inadequate for the needs of his own children. Whatever the plight of the children of the unemployed may be, these whose fathers are dead or whose parents are worse than dead are peculiarly unhappy children. The community will, of course, care for them after some fashion. But we have studied the end results of poor, haphazard care sufficiently to know the costliness of the failure to meet the needs of these children adequately.

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Publicity, Sweet and Sour

By GERTRUDE SPRINGER

What can the worker do when:

She finds that a family whose privacy she has cherished has told its troubles to a sob-sister reporter and cheerfully posed for sensational photographs?

A pitiful and not very true letter to a newspaper brings a family a shower of money, food and what-not, and a swarm of sympathetic visitors?

Other families, observing their neighbors' good luck, decide to try their hands at letter-writing?

BEFORE she even had her rubbers off Miss Bailey saw the tabloid on her desk with its big black headline, My Babies Must Not Starve, Says Desperate Mother. One rubber on and one off she took in the smudgy picture of a woman drooping over a kitchen-table, one child in her arms, four more posed stiffly around her, their unbelievably lugubrious expressions made a little comical by the cock of curious eyes toward the camera. Below, with no dearth of adjectives, was the story of brave little Mrs. Robinson and her gallant struggle for her kiddies to whose bitter need a whole great rich city had been utterly callous and cold.

"Very heart-breaking if true," Miss Bailey told herself, "and I'll know more about that before the day's much older."

It was exactly fifteen minutes older when Miss Taylor came in. "It's one of my families Miss Bailey, and I suppose I'm to blame. I never imagined! I actually saw the photographer. I was going in with the grocery order as he came out. Mrs. Robinson said a friend had sent a man to take a picture of the children, and I thought it was funny that she hadn't slicked them up a little. But this story just isn't so. There isn't a word about the help she's had regularly for eight months. And what about her husband? You wouldn't think she had one. Yet he makes enough to pay the rent. Why didn't she tell that? Do you suppose she really likes this kind of publicity?"

"Well, she got her picture in the paper, and that's something. And look at this." Miss Baily spread out the page. "Why should we expect Mrs. Robinson to be more discriminating than these bathing ladies at Palm Beach who share honors with her? It's all of a piece. As for the truth, we don't know what she told the reporter and what the reporter left out—it's a much better story without a husband and a weekly food order. Let's give her the benefit of that doubt."

"But I've been so careful about their privacy," Miss Taylor all but moaned.

"Of course you have, and you'll keep right on being careful. That's your standard and you stick to it. Theirs is different, that's all. And remember that for every Robinson family there are a dozen that cherish their own privacy."

"But what can I do? What can I say to her?"

"You don't have to say anything. You might drop in there sometime today just to get the lay of the land. You'll probably find the place full of excited neighbors and Mrs. Robinson having the thrill of a lifetime. Before the day is over she'll have limousines at her door with fur-coated ladies climbing her stairs with baskets of food. She'll probably pick up quite a little change too. But this is no moment to be censorious. Let Mrs. Robinson do the talking. She'll have plenty to say to you. A little later when the first fine flush is over you may be able to talk to her about it and show her how unfair this all is. But this isn't the day for that."

"But if they do get money and a lot of food supplies from this, do we go right on with relief as usual."

"Maybe yes, maybe no. Circumstances will decide that. Perhaps you can get Mrs. Robinson to see her takings as a part of the budget, like her husband's earnings, with relief adjusted accordingly. If she doesn't see it that way you'll just have to use your common sense, trying not to make a mortal enemy of her and making sure that the children do not suffer. But in any case let the excitement subside before you begin to pick up the pieces."

SOONER or later most relief workers undergo disillusioning experiences with families that take their publicity where they can find it. Seasoned workers have learned that this is just one of those differences in people which is the essence of case work. But workers of less experience, impressed by their supervisors with the obligation to protect the client's privacy, are apt to turn a little sour after a family or two has enjoyed itself in painting a public picture of its own distress, high-lighted with half-truths.

"Why can't we take human beings as we find them and not hold it against them when they aren't what we think they ought to be," commented the supervisor of a city district whose hair has grown grey in dealing with the justly famous human race. "There's no use trying, under the stress of mass-relief methods, to make people over, and there's less use still in trying to discipline them into our patterns of conduct. Most families value their own privacy and shrink from exploiting themselves. Some few love to lick their wounds publicly with a collection-box conveniently located. Unless a new worker is able to see how unimportant these few are she is in danger of letting them harden her attitude toward the great majority. Publicity seeking is a matter of individual conduct which has nothing to do with eligibility for relief and is only a problem to the worker if she takes it on.

"Of course if the publicity is noticeably profitable, as it often is, the worker should take it into account as a resource and deal with the relief arrangements accordingly. But this must be done without emotion or recrimination. If the worker 'gets mad' she may find the publicity bouncing back on her.

"There have been a few instances when families have made such a good business of publicity that we have cut off relief entirely. But sooner or later we have been sorry. Publicity of that kind doesn't last long and when the family has

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to turn back to relief it is apt to be much more difficult to work with than if we had kept the relationship open. It isn't necessary to approve their performance in order to maintain contact. We say: 'You are very short-sighted about this, Mrs. So-and-So. Do you realize what it may do to your children? You don't want them to grow up into beggars, do you? But it is your business and you'll have to run it your own way.'

"The children are of course the natural means for keeping contact. They need us more than the children of sensitive parents, for if they are exploited once they will be exploited again, and it is up to us to stand by and do what we can, little as that may be."

The pictorial outlet for the publicity urge is practically limited to big cities with sensational papers. But any newspaper in any city, big or little, may serve as an outlet to the ready letter writer.

"I don't see so much difference between the case appeals we send to the papers and the appeal the client makes for himself," said a worker in a small mid-western city. "We both depend on the same emotional touch and his appeal, being direct and personal, usually pulls better than ours. In fact I think they learn from our little ways. I recall a woman who wrote to the paper to ask for a baby-carriage. She got three. When I was very high-minded with her about the publicity she showed me two clippings over my own name—one in which I had asked for a wheel-chair for a shut-in, and the other in which I had thanked the paper and the dear public for sending me four wheel-chairs. Now I ask you, who taught that woman the trick? She didn't grasp the fine point involved—what she wanted was a baby-carriage and she got it.

"I don't think there's a thing the relief worker can do about a family that chooses to take its case to the public. But she cannot, in my opinion, ignore the cash and kind that such an appeal brings in, even though it puts her in a ticklish place. We have to remember that the public generally does not share our revulsion toward begging and that if we don't watch our step we'll seem to be begrudging the family what it, and most other people, see as a piece of good fortune. Whatever we have to say to the family should not be said in the presence of a crowd of neighbors. No two people ever hear a thing the same way and you'll have just as many versions of your remarks, however well chosen, as you have listeners. Best therefore make them to one or two people, presumably responsible, picking a calm moment if you can find it,—and then keep still.

"The substance of those well-chosen remarks depends entirely on the kind of family you are dealing with. We make the point that agency relief is a supplement to other resources, and that this help which the family has brought in by a method of its own choosing is to us just another resource. It's perfectly useless to try to find out how much of a resource it actually is, but we are usually able to size it up, giving the family the benefit of the doubt and remembering that the future relationship is more important than the incident of the moment. We state plainly what we propose to do in temporarily reducing agency relief and we refuse to argue. It's dictatorial of course but there are times when we have to take a stand."

OUT of the every-day experience of workers, dealing with human beings caught in the web of mass relief, The Survey has drawn a series of articles of which this is the thirteenth. Supervisors all over the country have contributed to the discussion of the situations, all of which are bona fide. Eight of the earlier articles are now available in a pamphlet, Miss Bailey Says . . . (30 cents postpaid from The Survey). Articles to come, Nerves, and When Families are Set in Their Ways.

PROFITABLE publicity is apparently contagious, one case brings on a whole epidemic among those who observe it.

"But we don't have to worry about that," said a worker in an upstate New York city, "for the disease seems to bring its own cure. One first-person sob-story is news. A dozen are not. Only the other day our evening paper printed a letter from one of our families that would have wrung your heart if you hadn't happened to know the whole story. The usual thing happened and our well-meaning public practically took over the case. The young worker was terribly concerned—said she was sure at least a dozen families in that block would write to the paper. And they did—eighteen of them to be exact. The next day the city editor called me up, 'What shall I do about these families?' he asked. 'We can print a letter once in awhile, but not eighteen at a shot. Can't you people do something for them?' 'Can, and will, and probably have,' I answered. 'Send the letters along and every family in the lot that needs help will get it within twenty-four hours, and we'll give you a report on the job.'

"All but two of the families, we found, were getting relief as adequate as we could make it, and those two were not in any sense eligible. More than half the letters were written by children and the parents were in no way responsible. There is nothing so salutary to a begging letter-writer as to have an agency representative appear in answer to his appeal. Therefore the best place to scotch an epidemic of begging letters is at the outlet. The source will then dry up."

Most supervisors encounter publicity-seeking clients just often enough to know what tricky questions of public relations they may raise. "If a client is so constituted that he enjoys parading his intimate troubles there is very little we can do about it. Any effort to discipline him will involve us with the public and get us nowhere. We cannot threaten families who are impressed with the profits of publicity but we can try to make them see how ephemeral is interest so aroused and how impossible it is for the newspaper to remain a constant friend, week in and week out.

"Of course the only real check is in the intellectual conviction of the newspaper itself that it is more creditable to assure itself that the established community agency is functioning effectively and then to stand behind it than it is to lend itself to the publicity seeker. But you can't give a newspaper that conviction by wishful thinking. It comes from a faith that is rooted in works. When you find a newspaper that hasn't that conviction we probably have only our own sins, not all of them past, to blame. All we can do now is to deal frankly with the papers and to seek to merit their confidence. When it comes to the families, we must give them the benefit of the doubt and not let our irritation with the insensitive few color our relations with the sensitive many."

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THE COMMON WELFARE

The Code of the Canners

THOUGH Florence Kelley is no longer here to lead it, the Consumers' League continues to fight the old fight against exploitation of workers by the canning industry. The present battleground is the conference room of the code makers in Washington, where the canners are urging standards of hours, wages and management for themselves which, the Consumers' League of New York maintains, violate the basic principles of the recovery program—increased purchasing-power and reemployment.

In a memorandum analyzing the code, the Consumers' League charges that the canners' code will neither raise wages nor lower hours, in an industry where a work week of 70 to 90 hours is frequent and where substandard wages prevail. The League holds that:

> The proposed minimum for piece workers would mean in the South a wage of 12 cents an hour, which is an entirely un-American wage, whether the worker receiving it is white, yellow or black. . . . We must admit however that we know of many canning plants in New York where a wage of 7 cents an hour was paid recently, and we know of one community where decent, white, American-born women struck for an increase of 2½ cents an hour over their wage—if one may call it that—of 5 cents an hour.

The code provision for somewhat higher rates in cities of more than 350,000 population the League calls a "joker," since "there is not a city in New York or New Jersey where canneries are located large enough to come within the 350,000 population division."

In its hours' provisions, the code as submitted sets a maximum 40-hour week but enumerates nine exceptions which, the Consumers' League points out, "would remove from all regulation of hours every worker engaged in the actual processing of food."

Elinore M. Herrick, labor advisor to the deputy administrator, has offered a code which sets a minimum wage of 30 cents an hour for the northern area, 27½ cents for the middle area and 25 cents for the South, with time and a half for the carefully regulated overtime permitted in the rush season for perishable products. This code requires that labor be represented on the code authority.

Strengthening the Codes

SUGGESTIONS for reinforcing the labor provisions of the codes and for their more adequate enforcement were drawn up by the second annual conference of the National Labor Standards Committee, called by the National Consumers' League and participated in by representatives of more than seventy organizations. In resolutions adopted at the close of the all-day session, the group pointed out that "the inclusion in a large number of codes of regulations designed to give greater flexibility in wages and hours is tending to break down the normal standards for the industry which the framers of the codes themselves were most anxious to have preserved." For this reason, the conference held that all future codes conform to, and present codes be amended to conform to these six provisions: in codes fixing a minimum wage under $16 a week, no deductions for "learners" shall be permitted; elimination of "average" hours over a period of weeks, substituting a limited amount of allowable overtime, to be paid at the rate of "time and a half"; no wage differential based on sex or race; the elimination of industrial homework; no exceptions to codes permitting lower labor standards than those established by the labor law of the state where the exception is sought. The conference also urged that every code authority include representatives of consumers and of labor.

On the question of compliance, the conference urged that state labor departments which conform to standards to be established by the federal government be given federal authority to make regular inspections of business and industrial establishments operating under NRA codes, including scrutiny of payrolls and other pertinent records. It was further suggested that the labor provisions of the codes be kept posted in all work places and "that labor be equally represented with employers on every code body which is concerned with enforcement of the labor provisions of the codes."

Social Workers Strike

NEW YORK had its first strike of social workers recently when the Association of Federation Workers, which includes some 500 of the 4800 employes of agencies affiliated with the Jewish Federation, called on its members for a two-hour "stoppage" of work as a protest against their employers' failure to restore pay to 1931 levels. Accumulated cuts since 1931 have ranged from 7 to 21 percent. Workers from forty-eight of the Federation's ninety-one constituent agencies joined in the protest, some agencies being affected more than others. In every case a skeleton staff remained on duty. It is said that many individual workers whose own pay had been little affected if any "went out" in sympathy.

The strikers proceeded to the Manhattan Industrial School where Mary van Kleeck of the Russell Sage Foundation was to have addressed them. Kept away by illness she sent a written statement commenting on the situation of the group as "of fundamental significance for the whole program of social work," and expressing her opinion that "your action in forming a workers' union and in acting in defence of your standard of living is a contribution to social work." The meeting endorsed a telegram previously sent by the executive committee to Judge Joseph M. Proskauer, president of the Jewish Federation, which stated its "right to demand" restoration of salaries and the resumption of regular increases. Judge Proskauer's earlier answer had been that, until a tentative budget was framed—a matter of several weeks—it was impossible to determine salaries. This the executive committee of the Association took as tantamount to a refusal to meet its demands. All workers returned to their posts the morning after the protest meeting.

The annual campaign of the Jewish Federation has for three successive years fallen short of its goal. The last campaign had a goal of $4,200,000 which included provision for deficits acquired in 1933 by constituent agencies.

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It obtained about $3,175,000, barely enough to balance the original 1933 budgets, already trimmed down, with nothing to apply to the overhang.

Who Are on Relief

LITTLE by little, as returns from the FERA relief census are tabulated, we begin to see more clearly just who are these millions of Americans dependent on a relief dole for their existence. We have learned that more than two fifths of them are children under sixteen, and that Negro families appear on the relief rolls in numbers out of all proportion to their incidence in the general population. Both of these facts are easily explained—the family with many children goes down under the strain, the Negro is admittedly under-privileged economically. But no one has yet explained the large proportion of non-family persons (one-person families in census terminology) who are on relief. They constitute 13 percent of the whole number of relief families, although, the country over, they comprise only 8 percent of the population. In the state of Minnesota they amount to 24 percent of the relief families, in St. Paul to 30 percent, in San Francisco to 43 percent. Chicago's one-person families account for 20 percent of the count of relief families, a fact which throws into sharp focus the miserable provision which that city makes for its resident single men, described elsewhere in this issue by Wayne McMillen (see Single Blessedness, page 74).

The number of males on relief exceeds females in practically all age groups except in that between 25 and 34 years of age where, in urban centers at least, women predominate. There are not as yet any comprehensive figures on non-family women on relief though there are indications that the findings of the Philadelphia study (see Women Without Work by Earl G. Harrison, page 73), reflect a general condition in large cities.

Homeless men in New York have had a little better deal this winter than formerly, though it is still nothing to brag about. Three meals a day instead of two are now served at the Municipal Lodging House and a nearby armory has been opened for day-time shelter. More important, the Department of Public Welfare has given a general overhauling to the facilities for the care of the homeless, has ironed out confusions between public and private effort and has established a new bureau to see the job through.

School Planning

NATIONAL planning applied to the schools was urged by the Joint Commission on the Emergency in Education in its report to the Department of Superintendence of the National Education Association, meeting recently in Cleveland. The report points out that more than 150 organizations, including many teacher groups, have completed or are now making surveys and studies of school management, school financing, curriculum, unemployed youth, and related questions. The commission holds that the recommendations based on these inquiries should now be integrated into "an American plan for educational reconstruction." Such a plan, the commission submits, requires federal aid as a permanent factor in school support, and should be based on:

the principle of a national minimum or foundation program for every child, whether he happens to be attending school in Maine, Florida, Arkansas or California. This national minimum educational opportunity should be financed jointly by the nation and the states, according to their tax-paying ability.

Forestalling those who would raise "the bugaboo of federal control," the commission argues that there is no more reason to fear interference with local autonomy from federal than from state aid. As safeguards, it proposes that "a readily determinable and objective basis" be established for federal grants, and further that the federal government "refrain from writing into the law features which directly or indirectly involve control."

Reports of committees of superintendents which have been working on emergency school problems for the past six months made preliminary reports showing that school systems in general have receded to the 1924 level of expenditure and to the 1913 level of capital outlay. The five outstanding methods of cutting school costs have been: decreasing salaries, increasing teacher load, eliminating teachers, reducing free textbook supplies, reducing operating and maintenance expenses.

New York's Health Districts

ESPECIALLY in the light of the disastrous curtailment of public-health activities in many cities and states, it is exhilarating to hear that New York City at last is to go ahead with a plan realizing hopes and efforts of the past twenty years. The Department of Health is to have a new Bureau of District Health Administration with Dr. Margaret Witter Barnard as temporary director pending civil-service examination. In each of seven districts which are "sore spots" in city health there is to be a full-time district health officer. District programs will coordinate official and voluntary agencies cooperating with the local medical profession. The new program extends to other parts of the city the benefits of experience gained through the East Harlem Health Center Demonstration, inaugurated twelve years ago by Mayor—then Congressman—LaGuardia, and carried on by the cooperation of private and public health agencies, organized medicine, and social agencies; and in the Bellevue-Yorkville District, where there has been seven years' experience in the development of administrative procedures for district health work. It has the benefit of the studies carried during the past three years by the Department of Health, with the assistance of the Committee on Neighborhood Health Development, the Coordinating Committee of the five County Medical Societies, and the Division of Public Health Activities of the Milbank Memorial Fund, and the special interest of the administration. Surely omens hardly could be brighter for a long-needed progressive step to safeguard public health under the especially difficult and complicated conditions of the metropolis.

Cross- and Counter-Currents

A LITTLE more than a year ago two hospitals near Philadelphia gave up plans for service to groups of wage earners on payment of an annual fee when the Philadelphia County Medical Society threatened to expel any doctor on their staffs who might participate in this "contract medicine." Yet a few weeks ago a considerable number of Philadelphia doctors, assembled in the impressive Irvine Auditorium of the University of Pennsylvania, heard that the principle underlying such plans had been endorsed not only by the American Hospital Association

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but by the State Medical Societies of New York and New Jersey, the Academies of Medicine of Cleveland and Washington, and—as a part of more extensive programs—by the State Medical Associations of Oregon, Washington, California and Michigan. The occasion was a conference called by the American Academy of Political and Social Science and the College of Physicians of Philadelphia. Its subject was The Medical Profession and the Public: Currents and Counter-Currents. Perhaps there should have been added "cross-currents" as well. In an address which will be published in an early issue of Survey Graphic, Michael M. Davis, director for medical services of the Julius Rosenwald Fund, told of efforts made by the American Medical Association to block plans of local medical organizations to make medical service more accessible and less burdensome in cost by means of organization; and told also of the extensive and effective programs actually under way, led by medical societies who have ignored the stand of their national association. Dr. Morris R. Fishbein, editor of The Journal of the American Medical Association, declared that he had had complaints that the Philadelphia meeting was "stacked against the medical profession." But the prevailingly liberal speakers of the occasion were invited by an organization representing Philadelphia's medical leaders.

In view of their interest and the medical interest and action detailed by the speakers, it seems evident that if "stacking" there is, it is the result of the slow but sure processes of social progress, shared and led by forward-looking groups of the medical profession itself.

Nurses and the Eight-Hour Day

A BILL in the New York State Legislature which would limit to eight consecutive hours the work of nurses in public hospitals and other hospitals supported in part by public funds "has drawn the opposition" of the United Hospital Fund of New York City, to quote that organization's news' release. Opposition is based on the score of expense, since the voluntary hospitals already are laboring under heavy deficits, and on the grounds of difficulties of hospital administration. In the present welter of confusion and difficulty as to hospital financing, expense of the full-time salaried staff must be a serious consideration, but can any way out disregard the well-being of the very workers on whom depends so large a part of the hospital's effectiveness? Insofar as private-duty nurses are concerned, a recent progress report of the American Nurses' Association finds that the eight-hour day is functioning in parts of a third of the states and has been under discussion in every state. Replies from forty-eight nurses' associations which have had experience in this field show an overwhelming preponderance convinced that the shorter day is satisfactory and has spread work. The nurse working a shorter day for a smaller fee is likely to earn as large a monthly income as before because she has more days of work.

The questionnaires showed that in a few benighted areas private-duty nurses still are working twenty or even twenty-four-hour days in hospitals. Once it was believed that anything less than that made for administrative difficulties. Yet in California, where a state law limits hours to eight a day and forty-eight a week, the Committee on the Grading of Nursing Schools found that hospitals "manage very well." "Once the idea is accepted, it is relatively easy to administer." The introduction of the New York bill answers a prophecy expressed by that Committee last summer: that unless nurses' hours are shortened voluntarily, the step may become a matter of state legislation, pressed, as in California, by organizations interested in the welfare of women. It is not so many years since we heard that expense and difficulties of administration made it impossible to have anything less than a twelve-hour day in the steel-mills.

Ratify the Amendment

THOUGH the language is different, the arguments put forward by President Nicholas Murray Butler of Columbia University and by the National Committee for the Protection of the Child, Family, School and Church, opposing the ratification of the federal Child Labor Amendment are remarkably alike. Dr. Butler holds that "this most objectionable amendment" violates "the historic rights of our states and local governments as well as those of the family." He fears that if the amendment were adopted,

> The Congress might then send federal agents and inspectors into every home, every family, every school and every church in the land, to see what anyone under 18 years of age was doing and whether he was doing anything which the Congress, under authority of the amendment, had either limited, regulated or prohibited.

In less scholarly language, the committee urges that "No law of man should attempt to set aside the law of God, which places upon mothers and fathers the solemn responsibility for rearing the child."

Both Dr. Butler and the committee hold that child labor is being satisfactorily dealt with through state action. Both overlook the fact that though the states have been trying for 100 years to regulate child labor, progress has been slow and uncertain. George Hastings, former extension director of the White House Conference on Child Health and Protection, points out:

> Some states still fall far below others in the amount of protection they afford. In these inequalities there is grave injustice. There is injustice to children in states with low standards because they are deprived of equal opportunity with others for health, education and immunity from injurious labor. There is injustice to employers in states with high standards, since they compete with employers whose labor costs are low because it is child labor.

Twice federal child-labor laws have been declared unconstitutional, and yet the need for nation-wide regulation was dramatically shown by the inclusion of anti-child labor provisions in the codes of fair competition. But, as Courtenay Dinwiddie, secretary of the National Child Labor Committee, points out, "There is no way of preserving the gains after the expiration of the codes in 1936 except through ratification of the child-labor amendment."

A recent statement by President Roosevelt cuts through legalistic argument and sentimental appeal by forces opposed to the proposed measure:

> Of course, I am in favor of the Child Labor Amendment. A step in the right direction was achieved by demonstrating the simplicity of its application to industry under the NRA. Those connected with industries which had been the worst violators, were the first to see the wisdom of that step. It is my opinion that the matter hardly requires further academic discussion. The right path has been definitely shown.

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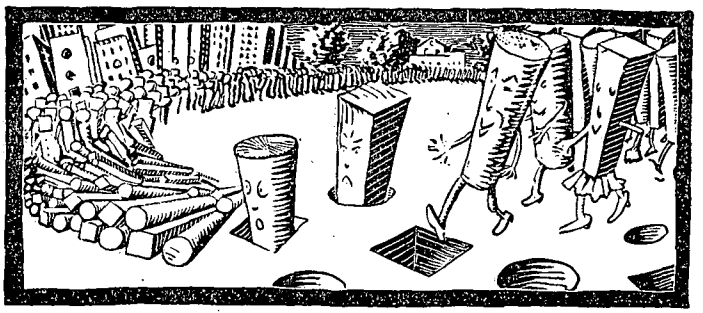

SOCIAL PRACTICE

What Camp Behavior Means

WHEN it found the usual observational, narrative reports of camp behavior of little value in adding data for future treatment of pre-delinquent boys, the Big Brother Movement of Toronto, Canada, 90 Albert Street, set itself to evolve a method of objective statistical reporting the result of which is now offered in A Camp Behavior Survey by Oliver L. Austin of the Big Brother Movement, in collaboration with Kenneth H. Rogers of the Department of Psychology, University of Toronto, and George W. Anderson, psychiatrist of the Toronto Juvenile Court. The measurements of behavior which it proposes were developed from five years' experimentation with boys, more or less socially disturbed, in a specific controlled situation, the summer-camp period, and are designed as an accessory to clinical study.

The rating scale of behavior is built on a "perfection norm" so that scoring indicates how far the boy deviates from the ideal and the precise nature of the deviation. Terms are exactly defined and categories of behavior so divided as to afford measurement in terms of frequency and reaction.

Mr. Austin and his associates do not offer the method as a short-cut to diagnosis or as providing a complete clinical picture, although, says Mr. Anderson, "for one who understands the terminology and the scoring, this camp report alone, with no other clinical data, will give a very fair estimate of the type of boy and in a general way of his background and problems."

Thanks to CWA

EVEN if CWA and its sister, CWS, fold up their tents in May the New York League for the Hard of Hearing will, through its aid, have realized one of its dearest hopes, a city-wide survey of the hearing of 600,000 elementary-school children, with treatment facilities for those whose hearing is found to be impaired. Some 250 unemployed school teachers on the eligible list have been assigned to the League for training as audiometer technicians for the purposes of the survey and as teachers of lip-reading. The cooperation of fifty otologists has been secured for medical examinations when they are indicated and the League's own clinics will be expanded to provide necessary treatments. When the impairment is beyond treatment, lip-reading will be taught immediately. The League has long had this project in its hope-chest and sees in it the first comprehensive approach to the whole problem of the early discovery, treatment and education of the hard of hearing.

Another New York project, this time under CWS, is described as "the most ambitious attempt to bring better public understanding of social work ever undertaken." Some eighty unemployed newspaper men and women, on the CWS payroll, have been assigned to the Welfare Council where, under the guidance of Louis Resnick, the Council's director of public information and education, they will prospect for publicity gold in "them thar hills" of social work. They are concerned with the interpretation of social work itself in its various fields and not, except incidentally, with the activities of single agencies. To bring resources to the attention of the public and to discourage spasmodic and uncorrelated effort is a major objective. The project was launched only after consultation had assured the interest and cooperation of the metropolitan press.

Children of Chicago

"THE shadow of the budget lies black across the annual reports of Chicago's child-caring agencies," says Helen Cody Baker in the News Letter of the Chicago Council of Social Agencies. But the agencies themselves do not complain. With reduced staffs and depleted funds they are carrying on as best they can, while raising vigorous voices in behalf of the needs, not of themselves, but of the fields in which they function.

The Illinois Children's Home and Aid Society reached 4981 children last year, its fiftieth of service. But it says,

> There are still sections of Illinois where the Society's representative is the only social worker and there is a great discrepancy between what we spend for jails and almshouses and the provision we make for neglected children. There is a crying need for a child-welfare department in the Cook County Bureau of Public Welfare and for a State Division of Child Guardianship. Without such public provision for children the private agencies are handicapped by greater burdens than their budgets can carry.

The Infant Welfare Society was obliged to close three of its stations in 1932 with a consequent decrease of 30 percent in 1933 in the number of infants and pre-school children cared for. However 17,676 patients were treated in the eighteen stations and 117,556 home visits made by the nurses.

> What we need in Chicago is a cooperative maternity program of unimpeachable standards for the community as a whole so that every expectant mother might have adequate prenatal and confinement care.

The Children's Scholarship League gave financial help or advice to 568 boys and girls, three fourths of them from relief or mothers' aid families.

> In helping our graduates to find work we are greatly handicapped because since the Vocational Guidance Bureau closed Chicago has no junior placement office through which young people may be placed according to their training, abilities and interests.

A Better Juvenile Court

IT is now thirty-odd years since Pennsylvania passed its first juvenile-court law, and in spite of amendments, the latest in 1933, it is still far from satisfactory. The main difficulty has been with the minor judiciary, sitting as judges of the juvenile court, who have neither authority, facilities nor, frequently, inclination for dealing with the social implications of juvenile cases.

It remained for Allegheny County, seat of Pittsburgh, where seven thousand children are brought into court annually, to break the spell. A study made in 1930 by Leon Stern of the Committee on Penal Affairs of the Pennsylvania Public Charities Association, revealed conditions deeply disturbing to every good citizen. Two years later civic and social workers, supported by Judge Sara M. Soffel, began agitating for legislation which would permit the establishment of a separate and independent court, its judge elected for ten years with full authority to shape the policies and personnel of the court within the budget provided by the county. The bill passed by the legislature in 1933 was not exactly what the Pittsburgh folk wanted, but they made it do.

It was something else however to pick the right man for such an attractive post, and then to elect him. Politicians scoffed when the "reformers" chose as their candidate Gustaf L. Schramm, Ph.D., of the faculty of the University of Pittsburgh, interested in social work and familiar with its principles and practices. Social workers went into the campaign to their elbows and won, though their candidate was in the politically anomalous position of being registered with one party and running on the ticket of another. Anyway they won, and Allegheny County is now ready to develop a modern juvenile-court service which may, hopefully

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says Curtis A. Williams, secretary of the western branch of the Public Charities Association, "point the way not only for other counties in the state but for other populous communities throughout the United States."

Who Are the Beggars?

NEW YORK'S perennial battle against street-begging has had a new front this winter. Promoted by a committee of the Welfare Council an agreement was reached with the police and the magistrates' court by which all men arrested as mendicants were brought before Judge Jonah J. Goldstein where, instead of summary release or commitment to the workhouse, they were carefully examined, their stories checked by a staff of investigators and efforts made to treat them by social methods.

In the first three weeks of the experiment 370 men were brought in, a large proportion of them habitual mendicants with long records, one of no less than fifty-six arrests on the same charge. One engaging old fellow admitted that he had lived by begging for forty-three years and asked only to be let alone for seven years more when he would be eligible for an old-age pension.

About a quarter of the men had been in New York less than a year. Half of them were past forty and only a sprinkling under twenty-one. Some 150 were diseased, many in ways to constitute a public-health menace. Most of them had money in their pockets, ranging from a few dollars to the small fortune of $1100. Only the plain drunks were penniless.

Acting on the reports made to him, Judge Goldstein suspended sentence on two hundred of the men and directed them to agencies which agreed to provide for them. Those suffering from acute disease or chronic alcoholism were given indeterminate sentences for medical and institutional treatment. Unregenerate rounders were given stiff workhouse sentences.

Social agencies insist that they are able and willing to provide care for these men and that begging in New York is unnecessary. But their best efforts will get nowhere, they say, if the general public fails to take in the significance of such facts as Judge Goldstein's court has revealed and continues to pass out loose coins to everyone with a hard-luck story.

A SELECTED bibliography of recently published material on juvenile delinquency is available (10 cents) from the library of the Russell Sage Foundation, 130 East 22 Street, New York.

SERIOUS curtailment in funds for the care of the blind is a general tendency throughout the country, says the American Public Welfare Association. All but four of thirty-five state schools report decreased appropriations since 1930 ranging from 5.5 to 43 percent. Twelve of the seventeen state commissions reporting show decreases, the most serious that of Alabama with a cut of 73 percent. Blind pensions have also suffered particularly when they are paid from county funds.

THE executive committee of the Federal Council of Churches has adopted a report presented by a special committee of its Department of Church and Social Service which demands that the juvenile court cease to be "an unfulfilled promise." It urges the extension of the age of juvenile-court jurisdiction, and the establishment of more comprehensive courts having jurisdiction over the family, and advises that so far as possible the church avoid the necessity of taking children before any court.

THE National Probation Association, 450 Seventh Avenue, New York, is making a special offer of three important new publications, all for 85 cents. They are: Juvenile Court Laws of the United States by Francis H. Hiller, a topical summary in eighty-two pages of the main provisions in the forty-eight states; Adult Probation Laws of the United States, also by Mr. Hiller, a fifty-six page summary, including much 1933 legislation, and, A Standard Juvenile Court Law, revised to 1933, designed as a guide for amending incomplete statutes.

HEALTH

"Public Health Protects You"

AS a variation of the usual spring "early diagnosis campaign" the National Tuberculosis Association and affiliated tuberculosis organizations throughout the country are launching this year on April 1 a Health Recovery Campaign under the slogan, Tuberculosis Robs You, Public Health Protects You. The aim of the campaign is to increase public appreciation of the importance of good public-health services, with emphasis on official health departments; to heighten demand for adequate public-health service, and to coordinate with the health department the efforts of all voluntary health agencies as well as civic organizations, clubs and citizens. Physicians, health officers, educators and other leaders, individually and as members of civic organizations, will participate; and employers, business groups and others will be asked to help. The reason for the effort, the National Tuberculosis Association points out, is that health departments were the first hit and the hardest hit by the axe of retrenchment and many are operating today on dangerously low budgets. "Now that reconstruction is the order of the day, persons and organizations interested in public health feel that the health department should be the first to feel its benefits." For further information and useful publicity material, consult your local tuberculosis society or the National Tuberculosis Association, 450 Seventh Ave., New York City.

Insuring Hospital Costs

AT the meeting of the council of the American Hospital Association in mid-February it was announced that the principle of voluntary insurance against the costs of hospital care, approved by the Association just a year ago, has been put into actual operation in more than thirty cities in twenty-one different states, ranging from New Jersey to Oregon and Louisiana to Ohio. More than a hundred hospitals are members of these plans. A large number of other cities including Baltimore, Washington, Chicago, San Francisco, St. Louis, New York City and Cleveland have group-hospitalization plans under discussion or in process of organization. Under the plans, subscribers pay from $5 to $12 a year (depending on services included and the price level of the community) into a common fund from which payment is made for the hospital bills of those who need care. Within the past year the principle of group budgeting for hospital care has been endorsed by the New York and New Jersey State Medical Societies and the Academies of Medicine of Cleveland and Washington, D. C. The State Medical Associations of California, Oregon, Washington, and Michigan include group hospitalization in more comprehensive endorsements of the insurance principle for general medical services. The American Hospital Association has adopted definite standards which should characterize plans for group hospitalization: emphasis on public welfare; limitation to hospital services; freedom of choice of hospital and physician by the subscriber; non-profit sponsorship as opposed to commercial promotion schemes; compliance with legal requirements; economic soundness; and dignified and ethical administration.

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Even in good times nearly half the public uses government institutions or receives care below cost in private hospitals. The American Hospital Association believes that group plans are relieving tax funds and philanthropy by providing a means whereby people can pay their own hospital bills at need.

Make Mother's Day Count!

PUBLICATION of the Children's Bureau's survey of maternal deaths in fifteen states (Maternal Deaths, Bureau Publication No. 21. Price 5 cents of the Superintendent of Documents, Washington, D. C.) again drives home the need for concerned and immediate action to remedy the lack of care, inadequate and improper care that is responsible for the unnecessary deaths of some ten thousand American women each year (see The Mid-monthly Survey, December 1933, p. 420). This year the slogan adopted by the Maternity Center Association for Mother's Day—May 13—is Make Motherhood Safe for Mothers, and the effort of the nation-wide campaign is to arouse concrete community action. Blanks have been prepared for community appraisals with such questions as "Number of maternity beds?" "Total number of births and deaths in the last year?" "Is organized prenatal nursing service provided?" "Is your hospital approved by the American College of Surgeons?" Prizes will be given to groups which have made the most able ratings and plans for further action. Programs for club meetings are also available without charge as well as publicity material for local Mother's Day celebrations "designed to direct the sentiments surrounding this occasion into channels that will be productive of results in terms of lives saved." For further information address the Maternity Center Association, 1 East 57 St., New York City.

FREE outlines and reading lists for the use of supervisors introducing Civil Works' nurses to the field of public health may be had from the National Organization for Public Health Nursing, 450 Seventh Ave., New York City.

BECAUSE of depression conditions and cuts, Birmingham (Ala.) reports that its Department of Health "has totally lost control of the private cow problem." Distribution of milk from licensed and inspected dairies has dwindled to half its former amount; that provided by privately owned cows and peddled without regulation, has doubled and now constitutes nearly half of the city's milk supply.

THE past year was the most fruitful for cancer research since the study of the disease began, Dr. Francis Carter Wood declared in the twentieth annual report of the Crocker Institute for Cancer Research at Columbia University, citing work in this country and abroad. Cancer studies now have reached a stage "when it can be said that they cast important light on the future possibility of controlling cancer."

THE Community Health Association of Boston and the Metropolitan Life Insurance Company, working with the Boston Health League, have embarked on a year's demonstration of the importance of prompt and adequate nursing service for cases of lobar pneumonia in municipal Boston. Care will be provided under the order of an attending physician at cost and at need without charge. For further information address the Boston Health League, 43 Tremont St., Boston, Mass.

WE regret relaying a misleading report in the January issue of this department. The Connecticut League of Women Voters has not given official endorsement to the birth-control movement, but has added to the program of its department of social hygiene an item on the study of birth-control legislation. Items on the League's program must be designated for study before they can receive the organization's support in federal or state legislatures. A convention vote will be necessary before the League can take action to support legislation in connection with birth control.

Pertinent Publications

THE ACH INDEX OF NUTRITIONAL STATUS. *by Raymond T. Franzen and George T. Palmer. American Child Health Association, 450 Seventh Ave., New York City, price 10 cents.*

A PRACTICAL guide for school physicians in the selection of undernourished children between the ages of 6 and 12.

HOW PATIENTS CAN BE RECEIVED IN STATE HOSPITALS. *by F. W. Parsons, M.D., New York State Commissioner of Mental Hygiene. On request, enclosing 2 cents postage, New York State Department of Mental Hygiene, State Office Building, Albany, N. Y.*

THE department also has available for free distribution a schedule of mental-hygiene clinics scheduled in 1934.

HEALTH THROUGH THE AGES. *by C.-E. A. Winslow and Grace T. Hallock. Metropolitan Life Insurance Company, 1 Madison Ave., New York City. On request, for use in junior and senior highschools, 10 copies to each 100 pupils.*

AN illustrated story starting with the Stone Age and summarizing the exciting course of science till our day. With it comes a supplementary chart, Light and Shade, showing graphically the conquest of ignorance.

GUIDING THE ADOLESCENT. *by D. A. Thom, M.D. Bureau Publication No. 225, Children's Bureau, U. S. Department of Labor. Price 10 cents of the Superintendent of Documents, Washington, D. C.*

BOUND with a delightful cover drawing, this new pamphlet by the director of the Boston habit clinics and of the division of mental hygiene in the Massachusetts Department of Mental Diseases brings interesting and accessible help to educators, parents, social workers and others who deal with young people. Chapters consider physical and mental development, sex attitudes, friends and "crushes," evasions of reality, and "the needs of the parent," while a bibliography suggests further sources of help.

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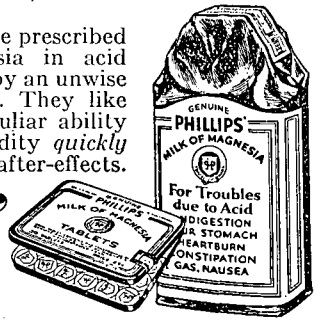

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This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

Federal Relief in 1933

IT may be in order, at this point in the history of federal relief, to review the operations of the FERA since it took over the reins last May.

The relief administrator early made it plain to the states that their financial cooperation was essential if adequate relief were to be provided. As a result of this insistence, the amount appropriated by the states increased from an average of less than $7 million a month in the spring of 1933 to over $17 million in November. Cities and other localities provided about a quarter of all the public relief funds spent in the first eleven months of 1933; states, per se, about an eighth; and the FERA the balance, or 61.5 percent.

The Relief Act of 1933 gives the administrator power to assume control of the program in any state where "more effective cooperation" is needed. This authority was exercised in the cases of *Kentucky* and *Georgia* during 1933. In a number of other instances a virtual control was established, although under a more amicable arrangement, when bankrupt states could no longer carry substantial parts of their relief loads. This occurred chiefly in the South.

Administrative supervision of state and local relief policies was assumed generally by the FERA in as large measure as was consistent with its desire to keep a local sense of responsibility alive. Both permissive and mandatory rules were issued bearing on many questions of relief eligibility, adequacy and administration. Work relief was bolstered up by the introduction of a wage minimum and the requirement that wages be paid in cash; and later was supplanted by Civil Works or "real work at real wages." Work relief in education was undertaken to provide relief employment for teachers. At the turn of the year, $2 million a month was going into this program and forty thousand teachers were employed under it.

A special division on women's work was created in September, but it required the machinery of later developments, Civil Works and CWS, to make it effective. Self-help and cooperative associations likewise were aided through a separate division. Twenty-eight such organizations, embracing sixty thousand members, were given $263,344 in 1933.

The transient problem was segregated and attacked on the basis of need for "stabilization" through adequate care at designated transient centers. To overcome local reluctance to use general relief funds for this purpose, direct federal financing was provided, during the latter months of 1933, in the amount of $3,775,555. A total of 324 transient centers and work camps were established in this period, and care was given to 168,340 single individuals and 12,741 families through this setup.

Special aid because of drought was given to two hundred thousand families in nine states from FERA funds supplemented by appropriations from other federal departments.

The Surplus Relief Corporation, adjunct of the FERA and formed for the joint purpose of achieving agricultural and unemployment relief, distributed hundreds of millions of pounds of foodstuffs and other commodities. Late in December it set up a Marginal Land Unit, financed by a $25 million appropriation from the PWA, to work with other government departments in their program of resettling the occupants of such territory on more productive land.

The Civil Works' program was launched in November, and was going at nearly maximum speed at the close of the period which this report covers.

The New Relief Act

FEDERAL aid in relief of unemployment was given an extension of life on February 15 when the President signed Public Act No. 93, 73d Congress. This measure appropriated $950 million "for carrying out the purposes of the Federal Emergency Relief Act of 1933 and for continuing the Civil Works' program." The appropriation is to "remain available" until June 30, 1935 and may be spent "for such projects and/or purposes and under such rules as the President in his discretion may prescribe."

A new feature in the Act is the provision that the FERA Administrator may make grants for relief within a state directly to such public agency as he may designate. This authority will allow the initiation of federal aid within a state where it is needed without awaiting an application from the governor, and is construed as greatly strengthening the hand of the FERA in controlling situations in recalcitrant states.

The Senate wanted to be given a look-in on the appointment of state administrators and said so in an amendment which it attempted to write into the bill. The House, however, would not agree to the change and it eventually was stricken out.

On the other hand, the House thought that workmen's compensation for Civil Workers was a luxury which should be denied under the new measure and tried its best to persuade the Senate to this point of view. A compromise finally was effected by which a restricted schedule of benefits, considerably less than that furnished to regular federal employes, was set up. This provides for medical attention plus a maximum award of $3500 for death or permanent disability and a maximum of $25 per month for temporary disability. The only compensable cases are to be those arising from traumatic injury. This measure was made retroactive.

Congress did not like the way in which the Civil Works Administration, through its direct prosecution of federal projects, had usurped congressional powers over the approval or rejection of such projects. As one Senator put it, "projects were approved (by the CWA) that have been denied time and again by the Congress. We should not open up an avenue where the departments and other governmental establishments may obtain the money without congressional approval." This view prevailed, and the bill prohibits the starting of new federal projects by CWA.

But Congress showed no animosity toward Mr. Hopkins nor did it find any fault with the way he had done his job. On the contrary, it was loud in singing his praises. The sentiment for appropriating a much larger sum than was requested by Administration leaders almost ran away with the situation at times.

The new Act was passed and signed by the President only a few hours before the huge weekly payroll of the CWA was due to be paid—from an empty CWA treasury.

The division of the $950 million fund is, according to the terms of the Act, at the President's discretion. A preliminary allocation, announced on February 18, has been made as follows:

For continuance of Civil Works, on a demobilization basis, until May 1, the sum of $450 million.

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For direct relief needs to July 1, $150 million.

For all relief purposes in the fiscal year beginning in July, $350 million.

This division came as a surprise to observers who had been led to expect that $500 million of the total appropriation would be reserved for the fiscal year 1934–35. Administration leaders have been silent on their plans for more adequate financing of the latter period, should need continue on the present level, but have expressed a conviction that the necessary funds can be found within the total national budget that has been projected.

Within the FERA

AID to College Students. Part-time jobs for students who otherwise would be required to drop out of college because of lack of funds were authorized by the FERA in February. Under this authority, direct relief monies in the amount of $7 million have been earmarked for wage grants to colleges agreeing to furnish such jobs. This will give employment opportunities to approximately 100,000 persons for the remainder of the school year, at wages ranging from $10 to $20 per month each. The plan is a nation-wide application of some of the principles developed and tested at the University of Minnesota during the last semester.

Work Relief in Education. The educational work-relief program of the FERA covers six types of projects of which the basic one is the employment of qualified teachers in rural elementary schools otherwise crippled by the depression. In February the rules regarding FERA aid in this field were liberalized in three ways: (a) more money was made available; (b) the definition of need, on the part of the teachers, was broadened; and (c) larger communities, up to five thousand population, were included.

"Surplus Relief" and the CWA. When CWA was started, it was ruled that the workers on its projects should share in the distribution of surplus commodities, an anomaly since the CWA rates were intended to provide "real wages." Later this ruling was modified and made optional among the states. Early in February it was rescinded entirely, and distribution to Civil Workers was prohibited except to families receiving direct relief.

State Situations. There were several problem states requiring the firm hand of FERA discipline in January and February. *Colorado* was cut off from federal aid for several weeks in January while her dawdling legislature composed its internal differences. Threats of serious rioting hurried the legislative processes and a bill was pushed through which provided a relief fund from an increase in the gasoline tax. *Missouri* also received an FERA ultimatum. Here a liquor tax and a small sales tax were levied under last-minute pressure. In February, word was sent to the Governors of *West Virginia* and *Oklahoma* that further federal aid was contingent upon the states doing something for themselves. Administrative problems began to be troublesome in *Oklahoma*, *Florida* and *Montana*. In the Imperial Valley of *California*, labor troubles have been current and the distribution of relief to strikers has been attended with some violence.

Demobilization of CWA

IN accordance with the decision reached in January and despite serious protest from a large section of the nation's population, CWA began demobilization of its forces on the scheduled date, February 15. The cut is being made on three fronts:

Hours are being kept on the reduced schedules (fifteen per week in rural sections and twenty-four in urban) which were set late in January.

Wages are no longer being paid on the PWA scale but have been adapted to the going rates of the various communities with a minimum rate of 30 cents per hour.

Layoffs will occur each week for ten weeks or until May 1, when the last crew will be paid off.

The dismissal of Civil Workers is being governed by several considerations. Geographically, the South is taking the first large cuts in view of the earlier opening up of agricultural operations in that section. Rural regions generally will feel the demobilization ahead of the cities. Individuals being dropped first are those from families in which there is other employment or where material resources of one sort or another make the need for a CWA job less pressing. This determination of relative need has introduced the necessity for considerable investigational service. Women are to be given equal consideration with men in the layoff. Least desirable projects are being discontinued first. New employment for replacements or other purposes is on a basis of need.

Civil Works' Service has become identical with Civil Works under the new appropriation measure, as the necessity for confining the latter program to construction projects because of PWA rules has disappeared.

While $450 million has been unofficially earmarked for the demobilization of Civil Works, it is probable that less than that sum will be needed if the cuts go forward as scheduled and are completed no later than May 1.

Mr. Hopkins has indicated that he hopes to shift a part of the workers, during demobilization, from going projects to new ones. The construction of a number of consolidated rural schools has been mentioned in this connection.

The educational work-relief projects, particularly workers' education, are being given special consideration and will probably be carried forward indefinitely with relief funds. It seems likely that other favored parts of the work program may be kept alive, after CWA has closed its books, by carrying them forward under the same sort of liberal work-relief standards. The substitution of the principle of relief need for the CWA open employment policy and the reduction in both rates of pay and hours of work has already put the dying CWA program on a work-relief basis, so such a transfer would be logical and easily accomplished.

At this date no announcement has been made of the plans by which the FERA expects to meet the needs of the discharged Civil Workers. Urgent social-work inquiry on this score has elicited the reply that an adequate plan is in the making.

Cash Relief

THE sentiment in favor of cash relief, to replace the grocery order and voucher system, is growing rapidly.

The relief administration of *San Francisco*, after a two-month demonstration in two of its eleven districts, announced in January that it was going to swing the whole relief load over to a cash basis for a six months' period. This city had been distributing food through a commissary, supplementing its issues by a small amount of cash in the form of checks. As a result of its experiment in two districts during November and December it found that a cash allowance only 5 percent larger than the combined material and overhead costs of the old method would do the trick. This has been adopted as the basis of computation for the six months' trial period just started.

Of the thousand or more families covered by the first experiment, 84 percent voted emphatically for its continuance. Less than 2 percent of them had to be denied the use of cash and returned to relief by voucher. Complaints declined markedly, but on the other hand applications did not increase.

Copies of a memorandum issued by the director of relief in San Francisco, describing the above experiment in greater detail, may be had upon request by addressing the editors of this department.

We understand that *Baltimore* has also been experimenting with cash relief, although no report has yet been released. A movement is on foot in *New York State* to seek amendment of the Wicks Act which will authorize permissive use of cash relief.

The federal relief administrator has declared on numerous occasions his conviction that cash relief can and should be more widely used. Up to this time, however, he has not made a mandatory ruling to that effect although strongly urged to do so by many social-work leaders.

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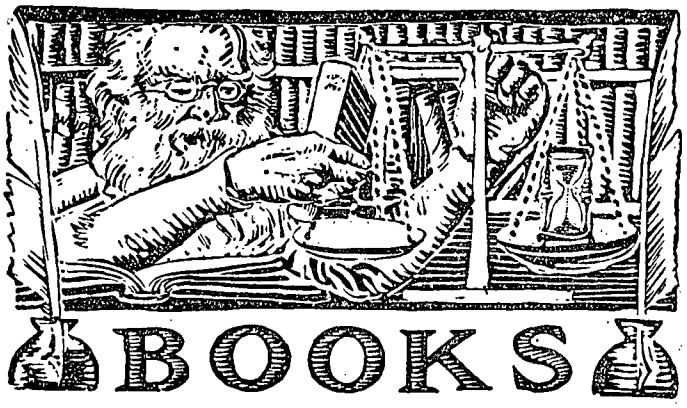

Health in Syracuse

A CITY SET ON A HILL, *by C.-E. A. Winslow. Doubleday Doran. Published for The Milbank Memorial Fund. 367 pp. Price $3 postpaid of The Survey.*

THIS book is a critical study of the results attained by the Syracuse Health Demonstration sponsored by the Milbank Memorial Fund from 1922 to 1930. The author displays his dramatic skill by painting the picture against the grim background of health conditions in the same city a century ago. Literature has not been lacking to record the processes in connection with the demonstration. Concealing these, Dr. Winslow deals directly with achievements. He refers but casually to the rough spots encountered on the road or to the vast patience and faith which the enterprise entailed.

Appraisal of results shows a favorable balance sheet all along the line. A 58 percent lowering of deaths from preventable disease as compared with the record for the previous decade is an economic gain immeasurably greater than its cost to the community. Nor is this cost prohibitive, for the per capita of $2.08 is barely above that considered desirable in accepted standards of public-health practice.

While the book ranks as a scientific treatise its form suggests a novel and its readability greatly enhances its value. The strong meat in every chapter is garnished by the author's inimitable style, with no sacrifice of keen penetration or thoughtful analysis.

KENDALL EMERSON, M.D.
Managing Director, National Tuberculosis Association

Methods in Sociology

METHODS IN SOCIOLOGY: A CRITICAL STUDY, *by Charles A. Ellwood. Duke University Press. 214 pp. Price $1.50 postpaid of The Survey.*

SOCIOLOGY shares with all other fields of knowledge the rapid changes in thought characteristic of the western world during the last two decades. This book by Professor Ellwood evidences one of the results of these changes. It was inevitable that the modern scientific spirit should affect sociology as it has influenced economics, political theory and education. The *Zeitgeist* leaves no field of thought untouched. The result is a conflict between those who hold that the scientific methods as applied in the "natural" sciences cannot be applied to the social sciences in all respects, and those who hold that in sociology as in any other field of knowledge only that body of information which can be tested by scientific methods can be called scientific knowledge and only those sociological theories which are based upon knowledge so obtained are sound.

Professor Ellwood's book falls naturally into two divisions: the first seven chapters being devoted to what amounts to a definition of scientific method in sociology; the last six chapters being a discussion of the relations between sociology, history, economics, cultural anthropology, ethics, law, social work and education.

The author's main interest in the first seven chapters is to show that scientific method as applied to the field of social relations must be somewhat different than that used in the "natural" sciences. In the latter the problem of value judgments by individuals and groups does not appear. He is particularly concerned to show that reliance by some sociologists on statistics as the method of securing objectivity in sociology is inadequate. Such a method attempts to measure the unmeasurable and to weigh the imponderable.

Professor Ellwood's presentation suggests occasionally that he allows himself to set up a man of straw in order to show the absurdity of the statistical sociologists. Doubtless some of those who are contending for a more objective method in sociology have lent themselves to the interpretation Professor Ellwood makes of their words. There are others who would contend that they wish to apply statistics to sociological phenomena only as far as the material lends itself to that method of investigation. For the rest of the material they would agree with Ellwood that other logical methods should be applied.

To those of us who appreciate the necessity of objectivity in the social sciences, the use of any method which insures the critical testing of any hypothesis concerning sociological phenomena in order that the truth may be reached is looked upon with favor. Let any method be applied which will exclude wishful thinking and subjective influences. Ellwood is right when he insists that certain sociological phenomena are such, in their very nature, that statistics in its present development cannot be applied. He is also correct in his emphasis that sometimes statistics can only show trends, and often suppress the most significant elements of a series. On the other hand, in order to make his points clear, perhaps he overemphasizes the words of those he thinks are relying too much on statistics.

Much remains to be done in the development of scientific method in sociology. Doubtless many mistakes will be made. Yet no progress in scientific sociology can be made without attempting to devise and apply new methods. This book will serve as a warning to those who are attempting to apply certain techniques borrowed from the older sciences to sociology.

J. L. GILLIN
University of Wisconsin

Social Work Statistics

SOME BASIC STATISTICS IN SOCIAL WORK, *by Philip Klein with the collaboration of Ruth Voris. Published for The New York School of Social Work by Columbia University Press. 218 pp. $3.50 postpaid by The Survey.*

THE data upon which this study is based were collected from four private family welfare agencies serving Manhattan and the Bronx in the period between June 1, 1928 and October 31, 1931. The author hoped this material would help to answer six questions he formulated when the undertaking was planned.

This book, which is a report of results, is very modest in its claims. Only two of the six questions posed at the outset seem to have been answered with a degree of definiteness both satisfactory to the author and convincing to the reader:

(1) the statistics of family-welfare agencies in New York City are responsive to fluctuations in economic conditions, and

(2) it is feasible and probably useful to distribute statistics of metropolitan family agencies among scores of small neighborhood or community tracts.

With respect to the first of these conclusions the author found: (a) that, judged by the extent of their preoccupation with relief cases, no very clear line can be drawn between the agencies that give economic aid only and the societies that try to specialize in the subtler techniques of personality adjustment; (b) that intake is a more sensitive measure of demand than either application or case load. This latter inference probably does not have universal validity. Dr. Ellery Reed, for instance, who has experimented widely with family welfare data in Cincinnati, holds a different view. "Cases worked on during the month," a figure that is affected both by intake and by the continuing cases, has been used in similar studies with apparent success. Theoretically intake could show a substantial rate of decrease during a period in which the percentage change in effective demand as reflected by "cases worked on" would be slight. "Total open cases" proved in this study insensitive probably, as the author points out, because

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excessive demands for service during the crisis disturbed the usual procedures with respect to the closing of cases. Unfortunately figures for "cases worked on during the month" were not collected. It is true, of course, that "cases worked on" is a figure much more difficult to obtain from the rank and file of agencies than applications, intake or case load. Monthly reports submitted by these four New York agencies to the Russell Sage Foundation indicate that they compile this figure routinely but perhaps it seemed that distributing this total among dozens of small areas would impose an unwarranted burden. Nevertheless the author's preference for intake as a measure of demand is less convincing than if he had compared it with all possible indexes and particularly with those that have been favored by other experimenters.

The author found that a study of expenditures was not significant with relation to the objectives of his study. "Expenditures . . . are only an indifferent measure of volume and even less a measure of demand," he declares. Perhaps this conviction explains why he was apparently so little impressed by the valuable pioneer work done in this field in 1924 by Raymond Clapp. It must be admitted that figures relative to expenditures are open to the criticisms he levels against them—that they are subject to agency standards, community traditions, resources and so forth. Nevertheless they do have value. Figures relating to expenditures of poor law officials in England run back more than a century and have been of inestimable value not only to research workers such as Dr. Dorothy Thomas, but to administrators, to the great Royal Commission of 1909, and to the various statutory committees whose deliberations have influenced Parliament in the shaping of the social-service program. Persons are more important than dollars, as the author points out. For that reason, among others, data relative to persons (or cases) provide a more significant index from the short-run point of view. But from the long-run point of view expenditures are likely to be more significant for the purely practical reason that a more accurate account of them will be available. Even in England, where excellent data extend back through many decades, the Commission of 1909 found the current data with respect to persons (or cases) inadequate and was obliged to supplement them through special inquiries. In this country some of the older private agencies could supply figures on expenditures extending back into the nineteenth century but few, if any, of them could provide comparable data relative to applications, intake, or cases served for the same span of years.

The study demonstrated the feasibility of collecting uniform data pertaining to small areas or neighborhoods. For some years the potential utility of this approach has been recognized. Some time ago Elwood Street inaugurated a scheme for revealing neighborhood conditions in St. Louis by breaking down city-wide totals into subtotals relating to specific geographical areas. In Chicago a similar scheme has been repeatedly urged—thus far without conspicuous success. Since the scores of private agencies in any metropolitan center probably could never agree upon coterminous districts, the plan suggested here of assigning the cases to small geographical areas from which district and city totals may be summated is probably the most hopeful one thus far suggested.

The other questions posed by the author concern the representativeness of his sample and the possibility of relating his figures to data reflecting other aspects of community life. The four agencies included in the study provided 25 percent of the service in the area as measured by total expenditures for outdoor relief and 80 percent as measured by the intake of all agencies concerned with case work as distinguished from relief only. "Our statistics do not seem to justify the line drawn between the two [types of agencies]" says the author. In view of this conclusion, the data probably do not cover 80 percent of any function essentially unitary in character.

A primary desire of the author was to relate his figures to other community data such as nationality, occupations, infant mortality and so forth. This objective, he says, he "does not claim to have attained." Disappointment in this respect was inevitable as

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everyone knows who has encountered the obstacles of overlapping territorial boundaries, varying methods of defining and accounting and by no means least important, official indifference. The results cannot be accounted a failure, however, if any impetus whatever has been given to the movement for injecting elements of order into the present chaos of community and municipal statistics. Since the competent research department of the Welfare Council considered the outlook sufficiently promising to pursue the effort further, the author has perhaps underrated his own contribution.

WAYNE MCMILLEN
School of Social Service Administration, University of Chicago

Public-Health Nursing in Industry

PUBLIC HEALTH NURSING IN INDUSTRY—Prepared for The National Organization for Public Health Nursing, *by Violet H. Hodgson. Macmillan. 244 pp. Price $1.75 postpaid of The Survey.*

SO few books have been written recently in the field of public-health nursing that each contribution from The National Organization for Public Health Nursing is welcomed eagerly. Its most recent publication is particularly valuable as it is concerned with a field in which there is very little available material—that of industrial nursing. Mrs. Hodgson, a public-health nurse with a fine and varied professional experience, has for several years been studying the work of nurses in industry throughout the United States; and her book should stimulate them to see the possibilities of further development of their programs as well as proving invaluable to employers as a measuring-rod against which to appraise and remodel the nursing services of their own plants.

The first part of the book discusses the organization of industry, the place of the health service and its relation to the various other industrial-relations activities. The second part deals with the work of the nurse herself, building on the premise that good industrial nursing is sound public-health nursing; that the basic principles remain the same whether working in a community health agency or in a factory, but that adaptations are necessary to adjust the program to the special problems of each individual plant.

Great emphasis is placed on the development of sound working relationships with the other health and social agencies of the community, and on the maintenance of proper professional relationships with the medical profession both within and without the plant. As each phase of the nurse's work is analyzed, the author stresses the importance of building a program which is concerned with the prevention of accidents and illness as well as their cure, and which through its use of every opportunity to teach becomes an important part of the larger community program of health education.

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COMMUNICATIONS

One Thousand Delinquents

TO THE EDITOR: In his review [February Survey] of the Gluecks' study of One Thousand Delinquents, Dr. Cabot, as usual, goes straight to the heart of things. The figures given are undoubtedly correct. And yet for the sake of knowing the background of this study and avoiding emphases that are more destructive than constructive, other sets of facts should be brought forward—particularly so at this time when, as was clear at the recent meeting of the American Orthopsychiatric Association, the whole juvenile-court movement is being heavily criticized and in several larger cities appears to be deteriorating.

A few words first about the material utilized in this study. The boys reported on were not all those seen by the Juvenile Court; for the larger part they represented the difficult cases, most of them already being recidivists. They were cases handled by the Court during the post-war period, in days that were full of hazards for youth, perhaps as much as during these last few years. To say, however, that the study is taken out of the dead past is perhaps beside the point, because one is not sure that the machinery of juvenile courts is today any more able to cope with the many inimical social factors that exist than it was in that earlier time. However, it must be stated in all fairness to the Boston Juvenile Court that a study of five hundred delinquents by Miss Beard, to be published shortly, and concerned with cases of 1925 and thereabouts, followed during a five-year period, shows much better results.

The trend of work in the Judge Baker Guidance Center since those first few years has been more and more towards treatment, with cases coming directly from families or from schools and social agencies, so that now not more than one third of our cases come from the Court for which diagnostic service is still offered. Perhaps it is worth mentioning that Guidance Clinics elsewhere are loath to take cases from the Juvenile Court because of the obstacles to successful treatment.

The fact is that Juvenile Courts in the main do not have adequate facilities for carrying out therapy that may reform delinquents. The multiple interweaving factors in personality, family life, and in social conditions that create delinquency are terribly difficult to combat by probation officers, whatever their devotion or training. Probation never has had a fair chance for many reasons, including the case load, to demonstrate its possible efficacy. Handicapped as probation service is, it achieved even in this series, however, a considerable degree of success while the boys were on probation.

The subsequent failures were attributable to a great variety of causes not to be prevented by probation officers. As an analogy, would a physician who aided the recovery of a patient expect him to remain well continuously under any and all conditions?

It must be definitely understood, as the Gluecks have endeavored to make clear, that Judge Cabot felt the whole burden of treatment must be on the Court and its probation service. The facts of failure were well known to us and were largely recorded in our case records. The lack of organized effort between law-enforcement authorities and preventive agencies, with the continuance of all that goes to make for delinquency, persistently created and still creates a sorry mess.

For many years I have insisted upon the need for taking in all of our work a business-like attitude toward profit and loss, achievement and failure. With Dr. Bronner I studied the outcomes of cases seen by us for the Chicago Juvenile Court, and published results in many respects far worse than in this Boston series. But more than anything is needed a setting forth of successful methods with delinquents; we attempted to show the value of placement in foster homes in our Reconstructing Behavior in Youth. Methods of treatment and their resulting success must be placed side by side with those that end in failure. The challenge to social workers is to assay all endeavors. We shall have more to say about this ourselves in several pieces of research which will appear before long.

The Juvenile Court was established as an humanitarian adventure; the hope of its being curative has not been fulfilled, but the fundamental viewpoint that treatment should not be undertaken without understanding is a common-sense ideal still to be heartily maintained. Should the Juvenile Court be abolished? That is a question that confronted us recently at a group meeting; we know, however, that it cannot be, at least now. But the burden of effort for the prevention and cure of delinquency must be placed where it belongs. It is a community affair. There must be earlier attack on the problem of delinquency, perhaps as it may be seen developing in school life. What is scientifically known must be utilized. Treatment plans must be put into effect. Finally, as long as society tolerates social ills that continually produce new delinquents, society must expect to bear the cost.

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GOSSIP: of People and Things

Tribute and Challenge

To his own surprise, and quite contrary to his own modest inclinations, Edward L. Ryerson, Jr., turned out to be the hero of the nineteenth annual meeting of the Chicago Council of Social Agencies. The Survey, though regrettably unrepresented at the meeting, felt a family interest in the occasion as Mr. Ryerson is a member of its board and one of its valued authors (see Out of Depression, by Edward L. Ryerson, Jr., The Survey Midmonthly, January 1934, page 3). Mr. Ryerson was presented with a beautifully bound and inscribed volume of letters and resolutions from social agencies expressing appreciation for his public service. His brief presidential address was a challenge. "Is Chicago ready?" he asked. "Ready to think clearly and carefully and decide on a definite constructive program for social service? Ready to examine the things we may do and are doing for this community, select the most essential, consider the wisest way to accomplish the end and determine the soundest plan of financial support?"

Commenting on the occasion, in his column in the Chicago Daily News, Graham Taylor appraised the value to the community of the service of such citizens as Mr. Ryerson and quoted his declaration that, "While believing, of course, in public welfare work, I also believe with all my heart in the volunteer principle and in the private agency as a trail-blazer, and as a check on public social service."

A feature of the biennial meeting of the three great nursing organizations in Washington the latter part of April will be the unveiling and dedication of the Delano Memorial statue on the grounds of the American Red Cross headquarters. In accordance with established custom the week of March 12, the birthday anniversary of Jane A. Delano, is being celebrated by Red Cross nurses everywhere as Delano Memorial Week. The Red Cross reports that the end of its last fiscal year saw 35,750 nurses on its active rolls, these constituting the nursing reserve, not only of the Red Cross but of the United States Army and Navy as well.

Margaret Woodson, recently associated with the ERA in Louisiana, has been appointed educational secretary of the Association of Junior Leagues of America.

The sudden death of the Rev. Archibald R. Mansfield was a great shock to many New Yorkers who had come to know him well during his thirty-eight years as head of the Seamen's Church Institute. He had just celebrated his sixty-third birthday, and was at his desk only a few hours before his call came.

Benjamin Glassberg and Edith Foster of Milwaukee and Charles Birt of Madison, Wis., are now members of the field staff of the FERA. Aubrey Williams, who formerly covered the South-West, is now stationed in Washington as an assistant to Harry L. Hopkins.

The Consumers' League of New York has called Evelyn E. Smith from Syracuse to the post of executive secretary left vacant by Elinore M. Herrick when events swirled her into the acting chairmanship of the Regional Labor Board. Miss Smith has been for three years on the staff of the Syracuse Post-Standard, and has been identified with the work of the Consumers' League in that city. While a graduate student in political science at Columbia University she acted as assistant to Prof. Raymond Moley in the Department of Government at Barnard.

A conference on government, with particular emphasis on the problems with which all local governments are now faced, will be held March 28–30 in Berkeley with the University of California as host. Arrangements are in charge of Prof. Samuel C. May of the University's Bureau of Public Administration.

Robert Lansdale, formerly assistant to the commissioner in the Office of Indian Affairs, has joined the staff of the American Public Welfare Association.

After fifty years the Cleveland Associated Charities has broken the spell of masculinity and chosen a woman for its general secretary, Helen Hanchette, long identified with the organization, who has been acting general secretary since Stockton Raymond's resignation last August. Clifford V. Colwill has been appointed assistant general secretary.

Dr. Charles C. Hedges, one time superintendent of Johns Hopkins Hospital, and recently of the Babies' Hospital, New York, has been appointed superintendent of Roosevelt Hospital, New York.

Mabel Rainbow, formerly with the Visiting Nurse Association, Oakland, Cal., has joined the staff of the Brooklyn Bureau of Charities as supervisor of social service in the department of blind and crippled.

Phenomenon of Nature

The Community Chest of Vancouver, B. C., relays its director, J. Howard T. Falk, was asked to investigate the case of a woman who wrote to a creditor: "Enclosed please find $1 on account. I received receipt for dollar sent the 15th. Excuse writing as I had a baby girl last night and am unable to sit up to write this. Will have another one on Friday."

Joseph P. Tufts has succeeded his former chief, John Ihlder, as executive director of the Pittsburgh Housing Association. Mr. Ihlder is directing the Boston Housing Association—that is, when he is not in Washington, summoned for conference with the housing higher-ups.

Beginning September 1 the School of Social Welfare of the University of Southern California will be of graduate status, offering a program leading to the degree of Master of Science in social work. The curriculum will conform to the standards established by the American Association of Schools of Social Work and will qualify the student to receive the provisional certificate authorized by the Association, as well as the advanced degree. "No other such program is available in the South-West," says Emory S. Bogardus, director of the school. Included among the required courses are medical and psychiatric aspects of social work, advanced case analysis and diagnosis, community organization, administration of public-welfare agencies, personality and leadership traits, methods of social case work, and a thesis course, meaning social research.

When Mary Rozet Smith died last month, there passed one of those "Great Ladies of Chicago" who have so profoundly influenced American city life (see The Survey, February 1, 1932, page 479). Because she came and went so quietly, Miss Smith's part in the Hull-House adventure is less widely known than that of many of her associates. But through the years those who worked or only visited on Halsted Street came to realize how splendid a contribution was her devoted friendship for Jane Addams, her participation in the group hopes and plans, her delightful humor, the hospitality of her gracious North Side home which she made a sort of annex to the Settlement.

Leonard D. White, associate professor of political science at the University of Chicago and valued Survey contributor (see The Citizen and His Public Servant, Survey Midmonthly, June, 1933), has been appointed to the U. S. Civil Service Commission to succeed Thomas E. Campbell, resigned. He was for ten years chairman of the Citizens' Police Commission of Chicago and is a member of the Chicago Civil Service Commission.

For the first time since its establishment in 1921 by Edward W. Bok, Philadelphia's award to its "first citizen" has gone to a woman, the white-haired educator, Lucy L. W. Wilson, principal of the South Philadelphia Girls' Highschool.

Nell Reeder has been appointed director of social research of the New York Association of Personal Finance Companies.

The National Conference of Social Work closed its last fiscal year with 3857 paid-up members—or as good as a loss of 516 for the year. In spite of vicissitudes the Conference was in the black by $110.68.

Congratulations are flying around Red Cross offices these days over the news that Thomas W. Gosling of Akron, Ohio, is to head the American Junior Red Cross, succeeding Edward W. Marcellus, resigned. Mr. Gosling is an educator, since 1928 superintendent of schools in Akron and for several years chairman of the local Red Cross chapter.

Helen Kempton, who retired from the faculty of the New York School of Social Work last year to try to regain her health, lost the race. She died in January in Boston where she was under treatment.

Medals and honorable mentions were dispensed by The Parents Magazine recently for outstanding books of 1933 in the field of child care and training. Medal awards were made jointly to the Payne Fund and the Motion Picture Research Council for the nine-

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volume report, Motion Pictures and Youth, and to Dr. John E. Anderson of the University of Minnesota for his work as editor of the three-volume Century Childhood Library which makes available in popular form the findings of the White House Conference. Honorable mentions went to three books: Parents, Children and Money, by Benjamin C. and Sidonie M. Gruenberg; Two to Six, by Rose H. Alschuler; and Marriage, by Ernest B. Groves.

Uncle Alec's New Job

THAT lively breeze which is a letter from Uncle Alec Johnson brought into this office the good news that the Missouri State Conference for Social Welfare has landed that indefatigable gentleman to do a series of brief articles interpreting social work which it will syndicate in local newspapers and in farm papers of wide circulation. Topics will include state institutions of various kinds, old-age pensions, indeterminate sentence, parole, probation and so on. Articles are limited to five hundred words, and, says Uncle Alec, "are not for social workers nor college graduates but for the Great Common People. I am not writing down to them but am using their vernacular. For instance when I speak of the employment of the insane I don't talk about its therapeutic value but just say that it helps them to get well. . . . I think the whole thing is going to be useful, popularizing the conference and educating the dear public. If it works as we hope there are other state conferences, especially in the Middle-West, which may well follow suit."

THE Honorary Cross of the Latvian Red Cross has been awarded to Clara D. Noyes, director of the nursing service of the American Red Cross, as an expression "of our everlasting gratitude for the great assistance of the American Red Cross to our country during the trying after-war period."

NEW YORK social workers of every faith were shocked and grieved by the death of the Rev. Thomas L. Brennock, director of the family division of the Catholic Charities of the Archdiocese of New York, which occurred on February 4 after an illness of two days. Only forty-two years old, endowed with rare qualities of mind and spirit and with a vigorous and engaging personality, Father Brennock made a lasting contribution to the social work of his day, notably in relation to cooperation between agencies of every faith. He was a graduate of Dartmouth College, of St. Joseph's Seminary and of the New York School of Social Work.

AMERICAN friends of Catherine Breshkovsky, "the little grandmother of the Russian revolution," are raising a fund in honor of her ninetieth birthday to help her support of schools which she founded in Russian Carpathia, now a part of Czechoslovakia. Contributions may be sent to Alice Stone Blackwell, 3 Monadnock Street, Boston.

THAT Harry L. Hopkins is News no one will deny, but since prophets are not without honor, etc., etc., the realization still brings a faint sensation of surprise to his old social-work cronies in New York. Even his home telephone number is News, the fact that he changes it every seven days to protect himself from exigent "customers" rating one of those cherished boxes in the New York Herald-Tribune. The New York World Telegram, after a lively account of Mr. Hopkins in action, wound up with this pen-portrait, which somehow seems to have a reverse side: "Such is Harry Hopkins, an academically trained social worker but not of conventional type, non-sentimental, realistic, free from wooziness, fast moving, humorous, interested in getting things done."

THE appointment of Forrester B. Washington, director of the Atlanta School of Social Work, as director of Negro work in the FERA and CWA, provides additional protection for Negro interests in the New Deal. Though his headquarters are in the capitol Mr. Washington is not severing his Atlanta connection.

ROBERT REDFIELD, associate professor of anthropology, has been appointed dean of the division of social sciences of the University of Chicago, succeeding Beardsley Ruml, resigned. The appointment carries promotion to the rank of professor. Dean Redfield has spent part of the past three years in Yucatan in charge of ethnological and sociological research for the Carnegie Institution. His chief scholarly interest is in defining and systematizing the scientific study of culture. He is thirty-six years old and an alumnus of the University of Chicago.

BERTRAND Brown, editor of the Milbank Fund Quarterly Bulletin and responsible for the beautiful appearance of the Fund's printed matter as well as for many other things in connection with its publicity, has resigned to go into private practice as a public-relations councilor. Edgar Sydenstricker succeeds to the editorial toga.

AFTER helping to battle a new state housing law through the legislature, New York social workers and their kindred spirits held their several breaths to see whom the mayor would appoint to the Municipal Housing Authority, which, with $25 millions of PWA funds, will tackle the business of slum clearance. Langdon W. Post, tenement-house commissioner, was named chairman. The other members are: Mary Kingsbury Simkovitch, president of the National Housing Conference and head of Greenwich House; Louis H. Pink, of the State Housing Board; B. Charney Vladeck, former Socialist alderman and general manager of The Jewish Daily Forward, and the Rev. E. Robert Moore of the Catholic Charities—on the whole a group which, everyone agrees, knows its slums if anyone does.

NEW JERSEY was the first of the states formally to swear in its new Housing Authority of which Stanley S. Holmes is chairman and Edith Elmer Wood secretary. Other members are Arthur H. Quinn and Mrs. Warren Somers.

DOROTHY Rood, R.N., alumna of Presbyterian Hospital, New York, and of Vassar and Columbia, recently educational director of the Visiting Nurse Society of Washington, D. C., has joined the staff of the New York State Department of Health as assistant to the extension secretary in the Public Health Nursing Division.

THE New York Academy of Medicine has elected Dr. John A. Hartwell to the position of director, succeeding the late Dr. Linsly R. Williams. Dr. Hartwell was president of the Academy from 1929 to 1932, and acted as director during Dr. Williams' illness. The Academy, in conjunction with other organizations, is arranging a memorial service to Dr. Williams.

"THE Alphabet Army," Margaret Reeves calls the stiff little typewriter soldiers lined up in the New Mexico Relief Bulletin under the standards, BCW, ERA and CWA. Miss Reeves combines in her competent person the executive direction of all three bodies, and how even she can keep her head while all about her. . . . The weekly mimeographed bulletin in which she reports the maneuvers of the alphabet army clearly shows that she can and does. It defines in words of one syllable the functions and limitations of the alphabetical bodies, with plenty of names and addresses for further information, gives succinct direction on what to do in a variety of what we suspect are fairly common predicaments, underscores what must be remembered in the light of rapidly changing rulings, and does it all with cheerful good nature.

> The Alphabet Army keeps moving,
> Let's all fall in line.

HARRIET JOHNSON, who died last month in Florida after several months of ill health, was an educator who, as she helped shape two "experimental schools" and patiently gathered and studied their rich materials, has served all American children of the difficult pre-school years. Working with Lucy Sprague Mitchell at City and Country School and the Bureau of Educational Experiments and more recently with the new Cooperative School for Student Teachers at 69 Bank Street, New York, she never let herself become lost in the mazes of educational research. Before all, she was the wise teacher of little children. From that gift grew the work which made her a leading American authority on nursery schools.

The Salmon Memorial

COINCIDENT with the announcement of its 1934 program, the Thomas W. Salmon Memorial Committee presented to the New York Psychiatric Institute and Hospital a bas-relief portrait of Dr. Salmon, the distinguished psychiatrist who died in 1927 in the middle of a brilliant career. The portrait, by the New York sculptor Charles Keck, bears the inscription, "Professor of Psychiatry at Columbia University, 1921–1927, Beloved Physician, Teacher, Mental Hygiene Leader, whose Vision Guided the State and the University in Placing Here this Psychiatric Institute and Hospital."

The Salmon Fund, comprising 596 subscriptions, was established in 1931, its income to provide for the advancement of those objects to which Dr. Salmon's professional career had been wholly devoted. The Salmon Memorial Lectures will be given this year at the Academy of Medicine on April 13, 20 and 27 by Dr. C. Macfie Campbell, professor of psychiatry at Harvard University. The Memorial is also subsidizing this year various research projects calculated to advance psychiatry in various fields. Persons whose research will be supported are: Muriel T. Bashlow, Massachusetts; Dr. Clarence O. Cheney, New York; Dr. Franklin G. Ebaugh, Colorado; Dr. Norman Fenton, California; Dr. John Levy, New York; Dr. Jacob Kasanin, Rhode Island; Dr. James L. McCartney, New York and Dr. Lloyd H. Ziegler, New York.

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